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ABSTRACT

This study was conducted to document successful linkage efforts and activities between education agencies and the Comprehensive Employment and Training Act (CETA) programs. To identify successful linkage efforts, a nomination questionnaire was initially sent to educational institutions; prime sponsors; state agencies active in employment, training, and education; other state agencies; state CETA/education councils; and organizations that were knowledgeable in the employment and training area. Additional instruments were developed for identifying those elements needed in facilitating coordination and linkage. Among the results reported by educational institutions responding was that the summer youth programs, programs for in-school youth, full classroom training, and the individual classroom training referral slot program were the predominantly funded programs through the governmental agencies. (Survey forms are appended along with the on-site interview narratives.) (LRA)

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ED189329

DOCUMENTATION OF SUCCESSFUL LINKAGE EFFORTS AND ACTIVITIES AND EVALUATION OF TRANSFERABILITY OF EFFORTS AND ACTIVITIES

(PRIORITY 3)

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U S DEPARTMENT OF HEALTH,
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ABSTRACT

This study was conducted from April 1, 1979 to September 30, 1979 to meet the following objectives:

1. To provide a complete and in-depth descriptive analysis of successful linkage efforts in the Commonwealth of Virginia. Case studies of these efforts would include geographic, demographic, operational, and interpersonal descriptions of the program, participating agencies, and institutions.
2. To provide the GETC with a final report which describes the mechanisms used by the various programs for successful linkages. These mechanisms are combined and presented in generalized guidelines that can be used by other interested parties for institutionalizing changes leading to successful linkages in the area of CETA/Education.
3. To provide recommendations to the GETC on the feasibility of whether the total effort or activity or portions of the successful linkage efforts can be incorporated into other employment and training institutions or other related agencies.

(This study is closely related to Priority 2--Needs Assessment for Future Section 202(d) Funds. Please refer to that report for further elucidation concerning this research effort.)

The recommendations for successful linkage efforts and activities are as follows:

4

I. General Recommendations for Increasing Successful Linkage Activities and Creating Successful Links

Upon reviewing the narratives (see Appendix T), many ways have been found to build "successful links" and "successful linkages". Listed below are some recommendations that possibly may build a more constructive CETA/Education system. These recommendations are considered by linkage areas, i.e., behavioral, communication, planning, policy, programmatic/operational, financial and structural. In addition, the linkages are ranked in order of importance. A model of these linkages is shown in Figure 1. Throughout these recommendations, there are many overlapping ideas.

A. Behavioral Linkage

To ensure the possibility of this type of linkage occurring, prime sponsors and their educational counterparts need to accomplish the following:

1. To have a congruency or commonality of goals between each other.

   Action Suggested: All parties would do their planning (goal and objective setting) collaboratively at the same time.

2. To establish good rapport (usually compatible personalities) between the parties.

   Action Suggested: All parties should be actually involved in cooperative behavior when coordinating their activities.

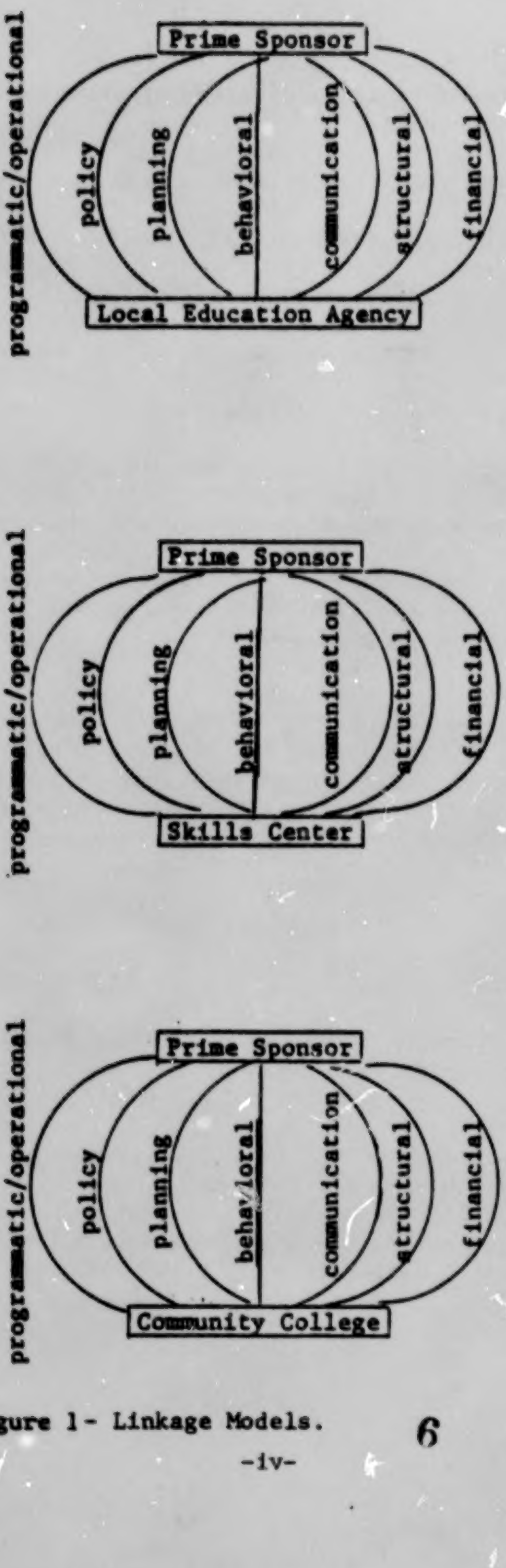
programmatic/operational
Prime Sponsor
policy
planning
behavioral
communication
structural
financial
Local Education Agency
programmatic/operational
Prime Sponsor
policy
planning
behavioral
communication
structural
financial
Skills Center
programmatic/operational
Prime Sponsor
policy
planning
behavioral
communication
structural
financial
Community College

Figure 1- Linkage Models.

3. To reduce provincial attitudes or eliminate provincial attitudes between the parties.

   Action Suggested: The GETC should offer workshops that would accent the theme of "cooperation and coordination" between the parties. Such workshops have been planned by the GETC in both FY 1979 and FY 1980.

4. To reduce or eliminate resistance to change between the parties.

   Action Suggested: The GETC should offer workshops or hire consultants to train all parties in cooperative and coordinative behavior with these CETA projects.

5. To develop personal commitments by each party to joint projects so that these links truly succeed.

   Action Suggested: The GETC should sponsor workshops to develop and instill commitment by all parties to the overall goals of these CETA projects.

6. To require the prime sponsors to meet with its links as often as possible, and not on an "as needed" basis.

   Action Suggested: The GETC should mandate regular meetings for all prime sponsors and their educational counterparts to discuss project progress. The regularity of such meetings would depend upon the importance, size, and value of the project. For example, on important projects, the prime sponsor and its educational counterpart probably should meet weekly.

7. To request that both parties interact in formal, as well as informal situations.

   Action Suggested: The GETC should require that all parties meet formally on a regular basis, depending upon the importance of the project, and should request that they meet informally as often as possible to ensure the possibility of establishing a cooperative working relationship. As noted in Item 6, regularity of meeting would depend upon the importance, size and value of the project.

B. Communication Linkage

The following recommendations are provided as guidelines to allow both parties a conception of what they may need to accomplish so that the communication linkage will operate. These recommendations are:

1. To provide clearly communicated guidelines and assistance in adhering to those guidelines so that the guidelines are understood by each party.

   Action Suggested: The GETC should clarify guidelines and provide assistance to all parties that would aid them in adhering to these guidelines.

2. To require that both parties serve as active members on an active advisory council.

   Action Suggested: The GETC should require all prime sponsors and their educational counterparts to serve as active members on advisory councils---employment and training planning advisory councils and vocational education advisory councils.

3. To encourage administrators to function as boundary spanners. These boundary spanners are used to secure information and establish an informal communications system.

   Action Suggested: The GETC should encourage all prime sponsors and their educational counterparts to become boundary spanners in as many ways as possible---joint committees, joint projects, coordinative liaison positions inside both structures, etc.

4. To establish a committee (of prime sponsors and their counterparts) to coordinate and channel all formal and informal communications.

   Action Suggested: The GETC should require all prime sponsors and their educational counterparts to establish a formal committee that would have the primary purpose of channeling all formal communications. Informal communications should be recommended at the same levels of the organization and between similar types of work in the organizations.

C. Planning Linkage

To ensure that this linkage prevails between the prime sponsor and its educational counterpart, the following may need to be accomplished:

1. To define and delineate all geographic problems between the parties.

Action Suggested: The GETC should outline specific geographic jurisdictions of all prime sponsors and their educational counterparts. Presently, there seems to be some overlap in some jurisdictions.

2. To eliminate duplication of services.

   Action Suggested: To ensure that this does occur, prime sponsors need to work closely with GETC officials and vocational education officials at the state level. Presently, there is duplication throughout the Commonwealth of Virginia.

3. To create active advisory councils that serve as a planning and coordinating tool.

   Action Suggested: The GETC should require all planning districts to have active advisory councils which meet regularly. Depending upon the importance of the project, these regular meetings may be as often as four times monthly.

4. To involve both parties in planning prior to the initiation of CETA programs.

   Action Suggested: The GETC should require all parties to be actively involved in planning prior to program initiation.

5. To implement joint ongoing planning efforts and coordinate them effectively.

   Action Suggested: The GETC should encourage all parties to implement joint ongoing planning efforts. Ongoing planning should occur at least twice per month.

D. Policy Linkage

To ensure the possibility of the policy linkage occurring, the prime sponsors and their educational counterparts need to accomplish the following:

1. To have congruent or common goals.

   Action Suggested: Prime sponsors and their educational counterparts should establish some type of organizational structure to create congruent and common goals and objectives between the two parties. This may involve an equally balanced task force to determine those common goals.

2. To provide clear guidelines relating to goals and objectives, and to have each party assist each other in adhering to those guidelines.

   Action Suggested: The GETC should provide clear policy guidelines. And it should assist prime sponsors and their educational counterparts in adhering to those guidelines. Workshops should be conducted to accomplish this objective.

E. Programmatic/Operational Linkage

To ensure that this type of linkage prevails among each of these parties (prime sponsor and its educational counterpart), the following need to occur:

1. To reduce all internal problems of these parties.

   Action Suggested: All prime sponsors and their educational counterparts need to reduce internal problems. One suggested solution would be to hire behavioral specialists to design programs to alter internal frictions and to reduce conflict within and between organizations.

2. To train both parties to interpret the rules and regulations concerning the operation of CETA projects in similar fashion.

   Action Suggested: The GETC should sponsor workshops that would train all parties in how to interpret the rules and regulations concerning the operation of their projects.

3. To have both parties provide appropriate time and personnel to coordinate all inter-party activities.

   Action Suggested: All parties should attempt to solicit sufficient personnel through funding to coordinate adequately these activities.

4. To create boundary spanning.

   Action Suggested: All parties should encourage boundary spanning within and between their respective agencies.

5. To request that both parties provide reasonable access to programs for their participants.

   Action Suggested: All parties should establish similar guidelines for entry into programs. Guidelines should be uniform among all prime sponsors and educational counterparts.

F. Financial Linkage

The financial linkage is important, but it does not seem to be critical to establishing a successful link among the parties. Therefore, the recommendations that follow are few in number. These recommendations are:

1. To provide financial rewards operating as incentives to cooperate and coordinate among parties.

   Action Suggested: The GETC should award extra monies to those parties that foster cooperative and coordinative efforts. The Governor has discretionary funds that could be used for this purpose. Clearly, stringent criteria would have to be established for the evaluation of these rewards.

2. To have the exact funding and planning cycles occurring among the parties.

   Action Suggested: The GETC should recommend to the Governor that the education system's funding should coincide with the federal funding cycle.

G. Structural Linkage

To ensure the possibility of this type of linkage occurring, prime sponsors and their educational counterparts need to accomplish the following:

1. To eliminate or reduce turf protection by all parties.

   Action Suggested: The GETC should define the geographic dimension of each party's jurisdiction. Furthermore, the GETC should sponsor workshops that foster coordination among the parties.

2. To define and delineate all role differentiations for all parties.

   Action Suggested: The GETC should define and delineate all role differentiations among all parties. This can be done through a guideline format.

3. To allow all parties to obtain outreach authority.

   Action Suggested: The GETC should define clearly and encourage outreach authority among all parties.

4. To encourage all parties to reduce their bureaucratic structure.

   Action Suggested: The GETC should be actively involved in reducing the number of administrators and increasing the number of staff. These staff members will actually carry out the program implementation.

H. Summary

If the prime sponsors and their educational counterparts wish to achieve a successful link, they must attempt to obtain success with at least five-out-of-seven linkages. Only through following the above recommendations will they be able to achieve "successful linkages," and ultimately obtain a "successful link."

II. General Recommendations for Increasing Linkage Activities and Barriers

From the narratives found within Part Three, several recommendations based upon the needs of the prime sponsors and their educational counterparts were drafted. Listed below are the problems the prime sponsors and their educational counterparts encountered, as well as potential solutions to these problems:

A. State Government Recommendations

1. Advisory Councils - This study found that advisory councils play a crucial part in helping prime sponsors and their educational counterparts achieve successful links. Therefore, the GETC should establish a mandatory ruling that all chief administrators of CETA projects and prime sponsors become members of their local manpower advisory councils and local youth advisory councils.

2. Poor technical assistance - It was a general consensus of the prime sponsors and their counterparts that they have not been receiving enough technical assistance.

   a. The GETC needs to accommodate their fund recipients in a much more encompassing fashion than before.

b. The GETC could also consider, through this technical assistance plan, assistance to prime sponsors and their educational counterparts in planning efforts.

c. The GETC needs to increase the number of workshops so that the CETA/Education personnel may become much more knowledgeable about how to operate their programs efficiently and effectively.

d. The GETC also must make sure that all regional operational center administrators are effective liaison officers.

e. The GETC needs to provide better labor market information. The GETC has already taken steps through several projects to improve labor market information.

f. The suggestion that there should be a greater level of information exchange at the local and state levels was made.

3. Insufficient funding cycle - In order to achieve maximization of CETA personnel and resources, all CETA grants should be for two or three years and not the current one-year limit.

4. Conflicting rules and regulations - The recommendations are:

   a. The GETC should appoint a committee to examine current CETA rules and regulations.

   b. After examining these rules and regulations, the GETC should define and clarify all terminology.

   c. The GETC should utilize these rules and regulations in Virginia.

   d. The GETC should make sure that these rules and regulations are congruent with federal and state rules and regulations.

   e. The GETC should also avoid changing these rules and regulations so frequently.

5. Voluminous and redundant paperwork - The recommendations are:

a. All federal and state forms should be examined carefully for duplication.

b. A committee should be formed to do such a job.

c. After this committee has examined these forms, they should be empowered with the responsibility of devising the appropriate number of forms to accurately reflect the information needed from the prime sponsors and their counterparts.

6. Future proposal - The recommendations are:

   a. The GETC should make much better efforts to advertise the availability of CETA funds.

   b. The GETC should operate effective proposal workshops, thus producing expertise in the area of proposal writing among all interested parties.

   c. The GETC should also increase the lead time for submission of proposals. To accomplish this, we suggest that interested parties be given a lead time of at least two months.

7. Current school funding cycle - Since problems do exist over the current state funding cycle and the federal funding cycle, it is suggested that the educational funding cycle be matched with the federal funding cycle.

8. Duplication of services - The GETC needs to reduce the duplication of services in all prime sponsor geographical areas. Someone at the GETC level needs to be appointed to oversee the possible duplication of services.

9. Poor personnel and facilities - The GETC should always make sure that when they fund CETA programs, there is sufficient personnel and adequate facilities to carry out all programs. It has been the reaction of the prime sponsors and their educational counterparts that Virginia is not currently doing a very good job of this. Prime sponsors and their educational counterparts believe that the GETC needs to increase their projects' funding for internal administrative duties.

10. Community colleges - The GETC also needs to assist community colleges in setting their goals and objectives for students so that they are congruent with CETA's goals and objectives. Currently, there appears to be conflict over degree versus non-degree student status.

11. Lack of information clearinghouse for programs - The prime sponsors and their educational counterparts expressed a desire to have an information clearinghouse for programs established. This information clearinghouse would be responsible for keeping current records and data on all programs in Virginia. This, in turn, would allow programs in the State to locate other programs in the State, who have similar programs.

12. Poor public image - The recommendations are:

    a. Since CETA's past has not been blemish-free, efforts need to be made at the State level to create a better public image for CETA.

    b. The GETC also needs to devise ways to encourage support, through public relation efforts, from local school officials, private industries, and CBO's.

    (See Table 43, "Characteristics of Successful CETA/Education Linkages Found Within Virginia").

B. Prime Sponsors and Their Educational Counterparts

1. Non-involvement or non-membership with advisory councils - All prime sponsor administrators and their educational counterpart administrators need to be active members on all local CETA advisory councils and CETA youth councils.

    Action Suggested: The GETC should require that all these administrators be on advisory councils---prime sponsors and vocational education.

2. Lack of communication - Both parties (prime sponsors and their educational counterparts) need to be encouraged to interact more on an informal and formal basis. It appears as if this behavioral and communication linkage is the key to establishing and maintaining a successful link between these parties.

    Action Suggested: The GETC should require all parties to formally meet regularly. Regular meetings would depend upon the importance, size and value of the project or effort involved.

3. Lack of joint planning - All parties need to be jointly active in participating with ongoing planning efforts

concerning CETA projects. There must be constant planning efforts coordinated between prime sponsors and their educational counterparts.

Action Suggested: The GETC should encourage all parties to implement joint ongoing planning efforts. Ongoing planning should occur at least twice per month.

4. Nonuse of "contact" persons - Both parties need to establish a "contact" person with all agencies, private businesses, and institutions that they work with.

5. Ineffective programs - Prime sponsors and their educational counterparts need to design more effective programs for their clientele and local markets. In any one geographical area, all parties need to be aware of present duplication of services.

6. Nonuse of boundary spanners - Greater emphasis needs to be placed upon prime sponsor administrators and their educational counterpart administrators functioning as boundary spanners. It appears as if boundary spanners played a great role in establishing links among all conconcerned parties.

(See Table 43, "Characteristics of Successful CETA/Education Linkages Found Within Virginia").

III. Recommendations Elicited from Form A

The following recommendations have been elicited from the data analysis from Form A. Form A was the survey questionnaire that was sent to educational institutions that had CETA programs. The proposed recommendations are as follows:

A. To have improved communications between parties operating similar types of ESEA programs. To eliminate or reduce communication problems the GETC should take the following steps:

Action Suggested:

1. Create a clearinghouse that would funnel information to all ESEA programs.
2. Devise a directory listing of the LEA's offering ESEA programs, thus allowing ESEA programs to communicate with each other directly.

B. To continue to fund ESEA programs. It appeared as if these programs are well received by the public.

C. To continue to fund various CETA programs.

Action Suggested:

1. GETC needs to continue to fund summer youth programs, programs for "in-school" youth, full classroom training, and individual classroom training referral slot programs.

D. To continue to advertise CETA programs.

Action Suggested:

1. GETC should continue to advertise CETA programs. Apparently, the past advertising efforts have created a positive image for CETA. Therefore, further advertising efforts could possibly enhance CETA's image.

E. To remove difficulties in contacting the GETC. These educational institutions stated that they had difficulties in contacting the GETC. Therefore, the GETC needs to become aware of how to remove any difficulties that these educational institutions have in contacting them.

Action Suggested:

1. Expand the GETC's information services (appoint an information officer).
2. Better advertisement concerning proposals.
3. Hold workshops on proposals and funding processes.
4. Create a subagency to work with program activities relevant to the institution clearinghouse--mentioned in recommendations.

F. To ensure that these educational institutions have contacts with the GETC, other than by telephone, the GETC field staff needs to be expanded.

G. To do prior planning concerning student recruitment. These educational institutions need to do better prior planning concerning student recruitment.

Action Suggested:

1. After they know that their proposals are going to be funded, these educational institutions need to commence recruiting prospective students.

H. To reduce high absenteeism and high dropout rates among CETA vocational students and YEDPA students.

Action Suggested:

1. These educational institutions need to screen students better or increase their support services.

I. To be more prompt and timely when dealing with the initial funding of programs.

Action Suggested:

1. The GETC needs to reexamine its operations with respect to the initial funding of programs so that there is not a lag in start up and funding. Many public agencies are unable to begin work on an operation without funding.

J. To continue to fund programs [illegible] adequate funding level. Apparently, these educational institutions were quite pleased with the level of funding in all cost categories.

Action Suggested:

1. The GETC needs to continue to fund programs at an adequate funding level. Apparently, these educational institutions were quite pleased with the level of funding in all cost categories.

K. To continue to utilize CETA advisory councils as vehicles for information and communication exchanges.

Action Suggested:

1. There should be "boundary spanners" or joint members between CETA advisory councils and vocational educational advisory councils.

L. To continue joint planning efforts between GETC and these educational institutions.

Action Suggested:

1. Please see recommendations from Sections I and II.

M. To eliminate the barriers that these educational institutions face the following steps need to be taken.

Action Suggested:

1. Establish better communication methods.
2. Develop better political relationships within your community.
3. Create goal congruency.
4. Eliminate planning cycle problems.
5. Create a better information exchange system.
6. Remove obstacles that create resistance to change.

N. To eliminate future coordination problems, the following steps were suggested.

Action Suggested:

1. Reduce or eliminate confusing rules and regulations.
2. Encourage more communication between parties.
3. Funding directives should be announced no later than June 15th.

4. More flexibility for local control should be given these educational institutions.

Clearly, these recommendations overlapped the recommendations offered in Section I and II.

IV. Recommendations Elicited from Form B

The recommendations that follow are drawn from Form B questionnaire that was sent to those educational institutions that have not operated a CETA program. It appears that some of the recommendations that were offered in Section III of the recommendations also are true for this section. The major finding of this questionnaire dealt with the educational institutions' reasons for not acquiring and operating a CETA funded program. The reasons for not acquiring and operating a CETA funded program were: (1) lack of sufficient time to coordinate a program; (2) inadequate facilities; (3) inadequate teaching staff; (4) inadequate administrative staff; (5) inadequate funds; and (6) low interest of students/low academic achievement/high dropout rate of the students. In light of these findings, we propose that the GETC take these steps to remove these reasons as barriers to educational institutions implementing a CETA program.

Actions Suggested:

1. The GETC should provide significant field assistance to those educational institutions who desire to coordinate a program. This field expertise would eliminate the "lack of sufficient time to coordinate a program" concept held by these educational institutions.

2. The GETC would assure these educational institutions that adequate facilities would be provided for program activities. The GETC field staff would assist in locating such facilities for these educational

institutions. In addition, the GETC would provide adequate funds for rental of such facilities.

3. The GETC would assure these educational institutions of adequate teaching staff for these CETA programs. The GETC should make sure that these educational institutions have adequate teaching staff by providing adequate funds.

4. The GETC would assure the educational institutions of adequate administrative personnel for these CETA programs. The GETC should make sure that these educational institutions have adequate administrative personnel by providing adequate funds.

5. The GETC would assure these educational institutions of adequate funding levels.

6. The GETC field staff would assist these educational institutions in recruiting students who are interested in receiving training, and willing to work towards that goal. In order to provide support services that will aid in ensuring the success or failure of these students, the GETC should provide adequate funds to conduct such services.

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PART ONE

GENERAL BACKGROUND INFORMATION

PART ONE

GENERAL BACKGROUND INFORMATION

I. Introduction and Problem Statement

Since the enactment of the Comprehensive Employment and Training Act of 1973 (CETA), a lack of coordination between the local prime and the educational institutions and various agencies providing training programs has continued to exist. Breakdowns in coordination occur because of differences in constituency groups, fears from some educators that CETA will create a competitive education, and "turf" problems. However, the problems that seem to arise again and again from conversations with CETA and education planners is the apparent lack of awareness of the resources and programs that each has to offer. This lack of awareness is largely due to the fact that there has been insufficient communication between the parties.

Although there have been CETA-mandated coordinated efforts among specific sections of the Act (an example would be specific allocations in the Governor's special grants for vocational education design to link prime sponsors and educators), there has not been any real help in the form of positive suggestions, ideas, or models for the collaborative efforts in employment and training field.

The most recent set of amendments to the Vocational Education Act in 1976 which addressed the issue of coordination of CETA and vocational education was a response to the enactment of CETA. Several specifications of the Act relate directly to provisions in CETA. One of the more stricter provisions found in Part A of Title II notes the kinds of information and analysis that each state's vocational education plans (one year and five years) must contain. This provision was an attempt to ensure better resource planning for manpower training. Another quite important provision was the requirement that a member of the State Manpower Services Council must also be a member of the State Advisory Council for Vocational Education. The Act also amends the basic CETA legislation of 1974 which required that a member of the State Advisory Council for Vocational Education sit on the State Manpower Services Council. Clearly, the intention of these two pieces of legislation is to promote the exchange of information and develop closer programmatic linkages by requiring the exchange of personnel between vocational education and CETA units.

Therefore, knowing that there is a definite need to establish a linkage between educators and prime sponsors, as well as other pertinent employment and training agencies, the Governor's Employment and Training Council in Virginia decided: (1) to evaluate CETA/Education linkages which exist in Virginia; and (2) to identify the components involved in successful linkages. Such collaborative efforts (successful linkages) which prove to be exemplary should be described so that other employment and training agencies and educational institutions would be able to initiate similar successful linkages. In addition, those mechanisms which are the most effective in implementing coordination efforts between education and employment programs should be identified. Through the recognition and dissemination of such linkages and linkage mechanisms, a broader perception and understanding of the programmatic value of a process of planned coordination can be obtained which will provide the information base needed for future planning.

After careful consideration, the College of Business at Virginia Polytechnic Institute and State University decided that it would attempt to address the problem of defining and describing exactly what a successful linkage is or should be. Listed below is a summary of reasons of why there was a need for this study:

1. To identify:
    a. Collaborative agreements/linkages between prime sponsors and educational institutions providing educational and training services to prime sponsors.
    b. Collaborative agreements/linkages between prime sponsors and governmental agencies involved in employment and training activities, i.e., service providers, funding agencies and technical assistance agencies.
    c. Collaborative agreements/linkages between federal, state and local agencies (such as working agreements through memoranda of understanding between the Governor's Employment and Training Council and State agencies).
    d. The important elements in these agreements leading to increased coordination.
    e. The crucial variables which contribute to increased collaboration which may include:
        i. Planning Linkages,
        ii. Structural Linkages,
        iii. Policy Linkages,
        iv. Financial (Budgetary) Linkages,
        v. Programmatic/Operational Linkages.
    f. The resources available on either side and obtain the cooperation of all actors with collaborative agreement to provide information (formal and informal) on how the agreements were achieved.
    g. If the existing local organizational, administrative and operational systems, which provided the background for such agreements had any particular or unique characteristics which aided the cooperative process.
2. To provide information to prime sponsors, educational institutions, advisory councils and other interested agencies that examines:

   a. Employment and training legislation and education legislation as they relate to their linkages.

   b. Alternative ways of replicating programs or transferring programs to employment and training institutions or other agencies capable of more efficient and effective delivery of services.

   c. Strategies for increasing collaborative efforts between CETA and Education.

3. To provide a long-range needs assessment that can be used by both resource and service providers that will:

   a. Determine specific employment and training needs in the State.

   b. Determine specific linkage needs necessary in meeting (a).

   c. Provide an adequate data base for use in future planning.

II. Objective

We believe that there is a close relationship between Priority 2, Needs Assessment for Future Section 202(d) Funds, and Priority 3, Documentation of Successful Linkage Efforts and Activities and Evaluation of Transferability of Efforts and Activities. Therefore, this grant covered the second objective of two objectives in a total integrated efforts. The first objective was covered under our grant for Priority 2.

For this second objective covered under Priority 3, we propose a systematic description of the programs in existence that exhibit effective coordination mechanisms in order to produce a successful linkage model that can be used by CETA sponsors, educational institutions, and appropriate state agencies concerned with CETA/Education relationships who are searching for methods to coordinate their activities.

The model should also be helpful to other state and local agencies for the coordination of programs other than those dealing specifically with CETA.

III. Results or End Product Desired

The results of this project were as follows:

1. A complete and in-depth descriptive analysis of successful linkage efforts in the Commonwealth of Virginia. Case studies of these efforts include geographic, demographic, operational, and interpersonnel descriptions of the program, participating agencies, and institutions.
2. A final report in which the mechanisms used by the program for successful linkages are combined and presented in generalized format that can be used by other interested parties for institutionalizing changes leading to successful linkages in the area of CETA/Education.
3. Recommendations to the grantor on the feasibility of whether the total effort or activity or portions of the successful linkage efforts can be incorporated into other employment and training institutions or other related agencies.

IV. Literature Review

Several sources were used to obtain a bibliography of research and publications dealing with CETA/Education linkages. These sources included: (1) a computerized library retrieval system in the Virginia Tech library; (2) contacts with federal, state, and local agencies dealing with linkages; and (3) bibliographical references on projects related to education and to employment and training.

Sources specifically dealing with linkage characterizations clearly are lacking. There are references which describe successful programs, but they usually lack any insight into the means or mechanisms used to make these programs successful and generally do not include any definitions or criteria upon which to measure programmatic success.[1] Other references provide guides or outlines dealing with brief suggestions on how to proceed in applying for CETA funds from a prime sponsor.[2] These guides usually contain the following:

1. Locate the prime sponsor in a given jurisdiction from the Governor's office.
2. Obtain the names of CETA officials from the prime sponsor's office.
3. Communicate with these officials to become familiar with CETA operations, including the procedures for preparing and submitting proposals.
4. Complete and submit the proposal to the prime sponsor.
5. Maintain visibility by being actively involved in employment and training activities.[3]

Other publications may include a detailed description of the types of programs funded under CETA. However, they do not define or deal with coordination, and therefore leave the issue of linkage to the discretion of the reader.[4]

Some research dealing with coordination has been done between employment and training agencies and other agencies and institutions that are not directly in education. The earliest study dealt with the utilization and intention of programs of manpower training with closely associated programs, for example, those conducted under the Wagner-Peyster Act and the Work Incentives Program under Part C of Title IV of the Social Security Act. These researchers' attempted to determine how these programs could be better coordinated and more effectively combined to serve individuals, in particular those at the state and local levels.[5] These researchers' sampled local prime sponsors to gain information on their perceptions of coordinated activities at the federal, state, and local levels. At the federal level, the prime sponsors were asked to assess: (1) the value of technical assistance from DOL and HEW agencies in designing CETA programs; (2) their coordination with other manpower programs; and (3) their collection and exchange of program information. Respondents to the survey indicated that they had not asked for assistance, and where assistance was given it was usually described as having limited value. At the state level, prime sponsors were asked to assess the usefulness of existing State Manpower Services Councils (SMSC). Generally, the prime sponsors felt SMSC meetings had been useful in increasing their contact with other prime sponsors and representatives from state agencies, and were a means for providing an exchange of information.[6] To a lesser extent, it was felt that the SMSC meeting had served as a forum for the discussion and resolution of common problems. Communications via the SMSC with educational representatives were not surveyed or discussed.

A number of barriers to coordination that existed between prime sponsors and the state agencies that operated local level programs were indicated by the responses to questions concerning local level coordination activities. These barriers to coordination included:

1. Absence of accurate up-to-date labor market information; and
2. Lack of input in the CETA planning process from other groups and agencies.[7]

Although coordination persisted as the main theme of the report, it was not described or characterized as to its workable components, nor were successful coordination efforts described.

Furthermore, Cassell conducted a study of intergovernmental linkages which dealt with the same topic in terms of barriers to coordination.[8] This researcher attempted to conduct an in-depth analysis into the barriers of coordination which existed between state level agencies administering local level programs. Through the use of a "round robin" type of discussion by groups of agency representatives, a series of coordination barriers thought to exist between the various agencies was formulated. These included:

1. Confusing and conflicting rules and regulations.
2. Communication methods.
3. Planning cycle problems.
4. Turf.
5. Lack of information.
6. Goal incongruence and role confusion.
7. Internal problems of agencies.
8. General resistance to change.
9. Monitoring and evaluation.
10. Political relationships.
11. Lack of appropriate incentives.
12. No time or manpower to coordinate.
13. Inadequate funding.
14. Inadequate technical assistance.[9]

After these barriers were identified and described, those thought to be of major importance were analyzed by Cassell and his colleagues as to specific activities they affected. They also developed means to facilitate the successful functioning of these activities. Communication was an important aspect of the study.

Since the absence of communcations was cited as a significant barrier to coordination, a matrix model was developed by Cassell to describe the relationship between various types of communication and various levels and phases of the coordination process. He attempted to describe communication on a matrix ranging from open, informal communication processes to relatively closed, formal arrangements. Within the open, informal setting which is usually seen in early stages of coordination, a rather wide number of topics and activities could be discussed between agencies or people. As these relationships matured, communication could be seen as becoming more closely centered on specific areas of mutual interest and more formalized, which led to written memoranda of understanding, contracts and joint activities. Based on behavioral methodology, training, seminars, and workshops were developed and presented in an effort to functionalize this hypothesis in governmental agencies.

Probably the best technical manual written describing the coordination of linking mechanism between various governmental agencies is the "Technical Assistance Guide" prepared by the Department of Labor to assist state and local WIN and CETA program sponsors in the process of coordinating their services.[10] This guide deals extensively with how the process of coordination occurs and how critical decisions are made throughout the process, which will yield various types of program coordination. It is divided into two sections, the first of which provides a description of the various developmental phases and steps in the coordination process which appear to be related to meaninful and lasting agency coordination. These sequential phases are:

1. Initiation.
2. Organization.
3. Implementation.
4. Modification.[11]

The second and final section describes several specific types of coordinated CETA/WIN activities and linkages observed which are thought to be useful and pertinent to other WIN and CETA program sponsors.

Hodgetts and Wortman have attempted to define the strategic management process in not-for-profit organizations.[12] Specifically, they have defined strategic management as the "systematic study of administrative processes in modern organizations which operate under varying degrees of uncertainty, both internal and external to the organization. Such a study includes integration of the analysis, formulation, implementation, interpretation, and evaluation of policies and operations by top-level executives in organizations."[13]

In this model, they first note that the executive must clearly define the problem or opportunity so there will be a clearly defined solution to the problem. Indeed, this means an analysis of all factors involved and the impact of internal and external environments upon these factors. Second, they indicate that appropriate response to the problem or opportunity must be formulated. Third, after the responses have been proposed, the implementation of solutions to those problems and responses to the challenges and opportunities must take place. Fourth, personnel throughout the organization must have an interpretation of the actions to be implemented or about to be implemented. These clarifications may include amendments, revisions or of certain parts of policies established, plans implemented or about to be implemented, and procedures planned or implemented. Fifth, the effectiveness and efficiency of the policies and operations taken in response to the problem or challenge facing the organization must be evaluated.[14]

On the basis of these strategic management functions and on the basis of the linkage definitions established in Part II, a tabular presentation of strategic management functions, linkages, CETA inputs, education inputs, and projected outputs was formulated (see Table 1). Clearly, these projected inputs and outputs are but a partial listing of potential inputs and outputs during the different phases of coordination. In the companion study (Priority 3), these inputs and outputs are more carefully delineated. Inputs in this table were derived from established barriers of coordination and methods for overcoming these barriers. Outputs were established from the literature dealing with successful programs that partly established the underlying causes for these successes, as well as from the literature dealing with coordinative efforts. This table provides an initial look at factors related to linkages.

TABLE 1

STRATEGIC MANAGEMENT FUNCTIONS AND LINKAGES IN CETA/EDUCATION PROGRAMS INCLUDING CETA INPUTS, EDUCATION INPUTS, AND OUTPUTS[a]

Strategic Management Functions and Linkages[b]	CETA Inputs	Education Inputs	Outputs
Analysis Function Policy Linkage Structural Linkage Behavioral Linkage Financial Linkage	1. Contact person 2. Advisory council--membership openings for education 3. Extra representatives for council	1. Contact person 2. Advisory council--membership openings for CETA 3. Extra representatives for council	1. Identification of agency and institutions 2. Identification of common population segment 3. Identification of available services, facilities, faculty 4. Identification of available funding sources 5. Identification of common goals and objectives
Formulation Function Policy Linkage Planning Linkage Behavioral Linkage	1. Requests for proposals 2. Workshop for proposal clarification and implementation 3. Solicitation of education perceived needs 4. Assessment of proposals 5. Information base 6. Establish evaluation process	1. Responses to requests for proposals 2. Responses to unsolicited proposal requests 3. Active participation in workshops 4. Involvement of some educational personnel in assessment of proposals 5. Information base 6. Establish evaluation process	1. Identification of local area needs as perceived by both CETA and education 2. Identification of agency and educational capability 3. Establishment of joint evaluation process 6. Establishment of common information base 5. Concurrence on specific linkages and/or coordination objectives
Implementation Function Behavioral Linkage Structural Linkage Programmatic/Operational Linkage	1. Implement programs 2. Application of all possible linkages 3. Monitor coordinated activities	1. Implement programs 2. Application of all possible linkages 3. Monitor coordinated activities	1. Improved cost-effectiveness 2. Elimination of duplication of services 3. Increase population coverage 4. Efficient facility/resource utilization 5. Use of special funds
Interpretation Function Behavioral Linkage Communications Linkage Programmatic/Operational Linkage	1. Interpretation of programs to clients and staff 2. Establishment of necessary coordinative task forces and committees	1. Interpretation of programs to clients and staff 2. Establishment of necessary coordinative task forces and committees	1. Collaborative interpretation of programs to clients and staff 2. Development of appropriate communications linkages
Evaluation Function Behavioral Linkage Communications Linkage Planning Linkage	1. Determine needs for modifying programs 2. Determine needs for modifying any linkage or component of linkage	1. Determine needs for modifying programs 2. Determine needs for modifying any linkage or component of linkage	1. Successful programs 2. Successful linkage activities

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[a] The strategic management functions are taken from: Richard M. Hodgetts and Max S. Wortman, Jr., Administrative Policy: Text and Cases in Strategic Management (2nd ed., New York: Wiley, 1980), pp. 51-54.

[b] The linkages are those defined in Part II of this report.

FOOTNOTES

[1] The majority of these narratives have been funded under federal grants. See: U. S. Department of Labor, Employment and Training Administration, *The Unfolding Youth Initiatives* (Washington, D. C.: 1978); And U. S. Department of Labor, Employment and Training Administration, *Impacts of YEDPA on Education/CETA Relationships at the Local Level: Five Case Studies* (Washington, D. C.: 1978).

[2] Illinois Community College Board, *Handbook for Illinois Public Community Colleges and Illinois Prime Sponsors Under the Comprehensive Employment and Training Act (CETA)* (Springfield, Ill: 1977).

[3] U. S. Department of Labor, "How to Get Money from CETA", *Worklife*, 2, No. 1 (January, 1977), pp. 29-30.

[4] U. S. Department of Health, Education and Welfare, *CETA and HEW Programs* (Washington, D. C.: 1976); and U. S. Department of Health, Education and Welfare, *Education and CETA* (Washington, D. C.: 1976).

[5] National Commission for Manpower Policy, *Manpower Program Coordination* (Washington, D. C.: 1975).

[6] National Commission for Manpower Policy, p. 112.

[7] National Commission for Manpower Policy, pp. 114-115.

[8] Cassell, Frank H., *Intergovernmental Linkage and Cooperation: Models for Strengthening State and Local Management of Manpower Programs* (Evanston, Ill: Graduate School of Management, Northwestern University, 1976).

[9] Cassell, p. 20.

[10] U. S. Department of Labor, Employment and Training Administration, *Guidelines to Effecting Coordination: WIN and CETA* (Washington, D. C.: 1978), p. 1.

[11] U. S. Department of Labor, *Guidelines* . . . , p. 1.

[12] Hodgetts, Richard M., and Max S. Wortman, Jr., *Administrative Policy: Text and Cases in Strategic Management*, 2nd ed. (New York: Wiley, 1980), pp. 6-13.

[13] Hodgetts and Wortman, pp. 9-10.

[14] Hodgetts and Wortman, pp. 52-54.

PART TWO

METHODOLOGY

PART TWO

METHODOLOGY

I. Research Plan

To document successful dual involvement linkage efforts and activities in the Commonwealth of Virginia and to evaluate the possibilities for transferring successful efforts and activities to other employment and training institutions and agencies, we proposed: 1) identification and an in-depth study of these programs by means of on-site interviews to achieve definitive program and organizational data and descriptions; 2) identification of those factors, mechanisms, and interrelations contributing to their linkage success; 3) determination of the degree of dual involvement of CETA/Education agencies in operations and activities; and 4) provision of a systematic documentation of organizational attributes that can be used in examining other employment and training institutions and agencies that could successfully incorporate all or part of the linkage model.

Any of the efforts in this project were incorporated with activities necessary for Priority 2. Since the necessary on-site case studies were also required for a successful completion of Priority 3, they were carried out simultaneously as were the initial contacts made with these institutions and agencies and the initial documentation and literature review.

We utilized the following format for identifying successful linkage efforts. A "nomination questionnaire" was initially sent to educational institutions, prime sponsors, state agencies active in employment, training and education, other state agencies, state CETA/ Education councils and organizations that were knowledgeable in the employment and training area. This nomination questionnaire was followed by the development of an instrument that was helpful in identifying those elements needed in facilitating coordination and linkage. Lastly, by means of this questionnaire, the research team telephoned and obtained on-site interviews with programs that were considered to be successful linkage programs.

II. Compilation of Documents

All documents, reports, statistical data and other pertinent information dealing with CETA/Education linkage activities were obtained from state and local agencies and institutions in the Commonwealth. Initial telephone contacts were made and followed up by written correspondence. Agencies and institutions that were contacted included prime sponsors; post-secondary education institutions and secondary educational institutions having dealings with the prime sponsors and Balance-of-State local offices on the local level; state agencies and state advisory councils and staff at the state level; and regional DOL and HEW offices at the federal level. A state-of-the-art literature review on coordination and linkage in the CETA/Education area was included in this phase of the study (see Part I).

III. Brief Analyses of Documentation and Interview Development

Following the return of the documents and information and using the state-of-the-art material collected in the first phase of the study, an analysis of present linkages in the Commonwealth of Virginia was initiated. Information gathering in this phase supported the development of a primary interview instrument that was used in an on-site interview schedule at the local and state levels.

IV. Nomination Survey/Survey Development

A nomination survey, which was short and concise, was developed for the purpose of collecting preliminary information obtained from joint CETA/Education activities at the local level (see Appendix E). Information collected was of a three-fold nature. First, the agencies were requested to provide basic information on the types of programs carried out through: (1) cooperation of the prime sponsor and the educational entity; (2) funding sources used to support these programs; (3) contact people primarily involved in planning and carrying out these programs; and (4) various other contacts or activities conducted outside the prescribed program activity. Second, respondents were asked to characterize these programs and extra-program activities in terms of how successful they appeared operationally and programmatically, and to identify other educational entities which appeared to be carrying on successful programs or which engaged in activities with prime sponsors. Third, respondents were asked to provide documents, reports, and other pertinent information such as project reports, narratives, proposals, and contracts that would be useful in analyzing linkage patterns, successful programs, and linkage needs. Information on perceived program success was used as preliminary information for the Priority 3 research project. The survey was mailed to three specific groups of employment and training agencies and educational systems.

All Virginia CETA prime sponsors were solicited for information. This group included one city prime sponsor (Alexandria), three county prime sponsors (Arlington, Fairfax and Prince William counties), five county consortia prime sponsors (Richmond Area Manpower Planning System - RAMPS, Henrico-Chesterfield-Hanover CETA Consortium, Southeastern Tidewater Area Manpower Authority - STAMA, Peninsula Office of Manpower - POMP, Roanoke Consortium for Manpower Services), the State of Virginia Balance-of-State and its five regional office centers (ROC) located in Warsaw, Farmville, Roanoke, Harrisonburg and Abingdon.

Contacts were made with all 95 county, 41 city and 5 town public school districts within the State. Whenever possible, information requests were directed to the personnel involved in the vocational education activities of the school districts, with notification of the request sent to their superiors, i.e., the superintendent of the school district. If no such individual were identified, contacts were made directly with the school district superintendent. Similarly, contacts were made with all 22 accredited community colleges within the State. Because of the inability to obtain a list of personnel involved in the vocational educational activities of these institutions, contact was established via the presidents of these institutions.

Besides contacting the above mentioned groups, individuals related to employment and training operations and educational operations were asked to comment on local level activities and programs involving educational institutions and CETA prime sponsors, and on CETA/Education coordination in general. These groups included: (1) members of state and local vocational education and employment and training advisory councils; (2) researchers; (3) academicians having expertise in the area of coordination; and (4) federal administrators responsible for federal level coordination. Washington-based public interest groups were also included in this sample. The most notable of these groups are:

U. S. Department of Labor, Employment and Training Administration;
U. S. Office of Education, CETA Coordination Unit;
National Institute of Education;
National Governor's Conference; and the
U. S. Conference of Mayors.

The majority of these contacts were made through telephone interviews, and if necessary, written communication was utilized.

The second survey was designed to gather specific programmatic data and to identify successful linkage activities and mechanisms used in these programs for overcoming barriers to program coordination. The characteristics of successful linkages were established after the prime sponsors and educational agencies were interviewed and surveyed. This instrument focused on both objectives and subjective measures of successful linkage. Procedures used in the development of the survey instrument included: (1) extensive literature review; (2) consultation with professional specialists; (3) other current linkage projects; and (4) informal field testing.

The second survey was sent to those programs (identified through an analysis of the nomination survey) which appeared to have made definite successful links between CETA and education. Personal interviews, whether by telephone or on-site visitation, served to broaden survey data for selected sites. These methods also provided a systematic measure of organization linkages. In addition to the survey information and personal interviews, reports, documents and other related materials on the successful programs were collected.

V. Successful Linkage Methodology

Two survey instruments were used to identify potentially successful linkages between prime sponsors and educational institutions. The nomination survey was an initial measure of successful programs. It was distributed to prime sponsors, community colleges and local educational institutions which asked for information on educational programs conducted by the educational institutions and for information concerning the use of CETA funds. Educational institutions were selected on the basis of the number and types of programs carried out, and their perceived success in dealing with prime sponsors.

Wherever possible, linkages were cited for further investigation when "nominated" by both parties involved, i.e., by the prime sponsor as well as the educational institutions. This initial group of linkages also included institutions cited as potentially successful by other groups such as the state employment and training council as well as those identified through the project's literature review.

The second survey instrument was designed to collect specific programmatic data and to identify successful linkage activities and mechanisms used in these programs for overcoming barriers to program coordination. It was designed to identify activities thought to effect five linkage components which contribute to increased collaboration:

1. Planning linkages.
2. Structural linkages.
3. Policy linkages.
4. Financial (budgetary) linkages.
5. Programmatic/operational linkages.

On-site interviews were conducted at selected institutions by field researchers between June 15-August 31 of 1979. The information obtained through these on-site visits was collected through the use of a formal interview format.

(For samples of questionnaires used, please refer to the appendixes.)

VI. Linkage and Non-Linkage Surveys (Form A and Form B)

The linkage survey (Form A) used for analyzing the links between CETA prime sponsors and educational institutions at the local level was developed through the use of relevant research that addressed itself, either wholly or in part, to the linkage components cited in the project's goals and objectives. Research and survey instruments designed by Frank Cassell, Northwestern University, C. Robert Muth, Michigan State University and Harold S. Bonner, Texas A&M University, were useful in formulating the linkage survey and non-linkage survey. Questions contained in the linkage survey concentrated on four basic areas: (1) nine questions dealt with the types of programs being carried on in the vocational training area; (2) pre-contract activities with CETA in setting up CETA-funded programs; (3) two questions dealt with program funding; and (4) the remaining four questions referred to coordination activities between the prime sponsor and the educational institution, including perceptions of program successes and major problems, linkage activities and coordination barriers. The survey also included an open-ended question for the respondents' views on future needs in the area of coordination, thus allowing for recommendations for the elimination of future coordination problems. This linkage survey (Form A) was sent to all educational institutions (both respondents and non-respondents of the preliminary nomination survey) which indicated that they had on-going, CETA associated programs at their facilities.

Educational institutions whose response to the nomination survey indicated no on-going program activity with a CETA prime sponsor were sent a shorter non-linkage survey (Form B). This survey contained questions concerning their present vocational programs and the level of success they had attained in them. It also contained questions asking for information on any contacts made between the educational institution and the prime sponsor and the level of interest they may have maintained and the problems they perceived in entering into future program activity with CETA.

VII. Brief Analyses of Data and Development of Future Linkage Needs

The completed in-depth data and anecdotal records permitted analysis of state linkages in terms of effectiveness. Closer analysis of specific, highly effective programs in the State (i.e., the inclusion of Priority 3 offered an excellent source of additional information to the proposed analysis.) The collected data and documentation were analyzed in detail to identify procedures and strategies supportive of and conductive to effectively coordinated programs and activities between CETA and education. These data were used to build an effective structure against which operations can be compared and for which projects can be developed.

During this phase of the project, a questionnaire was developed and presented (through on-site interviews) to experts and practitioners in the area of CETA/Education which solicited their perceptions of specific linkage needs for future planning. Analysis of those responses gave the staff a data base by which they were able to compile documentation on future needs in the area of CETA/Education documentation.

VIII. CETA Prime Sponsor Interviews/On-Site Interviews/Interview Surveys

Formalized on-site contacts were attempted with each prime sponsor and Balance-of-State regional office centers between June, 1979 and August, 1979. The formal interview format was developed after an analysis of related research found in the literature review. Much of this research had been based on written narratives of prime sponsor activity under YEDPA. The interview format can be divided into two sections;(1) statistical and demographic data for the prime sponsor area, and (2) coordination activity with educational institutions within this area. Questions contained in the first section of the format dealt with the prime sponsors' funding allocations, the demographics of the population and the contractors with whom they deal.

Questions contained in the second part of the format seemed to fall into four basic areas: types of communication strategy carried on with educational institutions (6 questions); information exchange with these institutions (4 questions); planning strategies (3 questions); and specific linkage activities perceived barriers to coordination, and recommendations for eliminating future coordination problems (2 questions).

Preliminary contacts for setting up on-site interviews were made with the prime sponsor directors. Unless referral was made to other staff members, these directors were the participants scheduled for formal interviews. Interviews were conducted by four field interviewers between June 18, and September 15 of 1979. To ensure comparable data, all field researchers used the same interview formats. At the beginning of this research effort, these researchers believed that programmatic/operational linkage, policy linkage, planning linkage, structural linkage, and financial linkage would be all inclusive when doing research on linkage coordinative efforts. But, as the interviewing progressed, we found two new linkages, i.e., behavioral linkage and communication linkage needed to be added (see Table 2 for linkage definitions). These two new types of linkages later proved to be the most critical in establishing successful links.

The linkage activity sections, Question 14 in the prime sponsor interview form and the barriers sections Question 16 in the prime sponsor interview form and Question 19 in the educational institution

TABLE 2

LINKAGE DEFINITIONS

1. Communication linkage-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which promotes informal and formal networks of information exchange systems.

2. Behavioral linkage-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which establishes a human relations perspective and which enhances informal interaction among participants.

3. Structural linkage- A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which coordinates the formal hierarchical frameworks of roles and duties among the participating agencies.

4. Programmatic/operational linkage-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which facilitates the operationalizing of plans to coordinate ongoing activities.

5. Planning linkage-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which establishes a mechanism for accomplishing mutual maximization of human and technological resources.

6. Policy linkage-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) that displays written statements defining overall goals and objectives initiated by top level planners.

7. Financial linkage- A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which promotes the sharing of monetary resources.

interviews, were tabulated to examine how the prime sponsors and their counterparts responded. If the prime sponsor or its counterpart responded yes, a number 1 was assigned. If the response was no, a number 2 was assigned. A number 3 was attached to a nonresponse. (See Table 11.) After these numbers were assigned, the frequency distribution of each linkage activity was tabulated. (See Tables 12, 13, and 14 for frequency distributions.)

Next weighted value points were assigned to these linkages responses. Point values were arbitrarily assigned. (See Table 18--"Determined Weight Codes"--for these arbitrary point values.) The higher the frequency, the higher the point value. Five linkage activities (see Table 18) were assigned higher value points than the remaining five. The more crucial linkage activities were those with higher value points. These crucial linkage activities are considered to be determinants of successful linkages (behavioral, financial, planning, policy, programmatic/operational, communication, and structural).

Finally, after the weight value points were determined (Table 18), these weighted points were averaged (Table 21) to determine which prime sponsors and their counterparts were considered to be successful links. (Successful link is when the prime sponsor and its counterpart--LEA, skills center or community college--utilize more than one type of linkage activity successfully.) Next, perceived barriers to linkages were tabulated. If the prime sponsor or its counterpart responded yes, a number 1 was assigned. If they responded no, a number 2 was assigned. A number 3 was attached to a nonresponse. After these numbers were assigned, the frequency distribution of each barrier were tabulated. (See Tables 15, 16, and 17 for frequency distributions.)

Then weighted value points were assigned to these barriers responses. After examining the frequency distributions, point values were arbitrarily assigned. (See Table 19--"Determined Weight Codes"--for these arbitrary point values.) The higher the frequency, the higher the point value. Six "perceived" barriers (see Table 19) were assigned higher value points than the other seven. These six were considered to be greater deterrents to successful linkages or links.

Lastly, after all parties were assigned appropriate weight value points (see Table 19) their scores were averaged (Table 22).

To supplement the initial documentation, research associates were sent into the field to interview prime sponsors, the Balance-of-State regional offices and educational institutions having coordination activities. These personal interviews served to broaden or clarify the initial documentation and provide relevant programmatic, organizational and human interaction data for a complete project analysis. In addition to these personal interviews, additional reports, documents and other related materials were collected. These documents included specific employment and training needs and related educational agencies and institutional needs. The information received provided the data base for identifying effective mechanisms for linkages facilitating coordination.

IX. Analyses of Data

The in-depth reports were used to analyze selected programs in terms of overall effective linkages. Operational, structural, geographic and programmatic processes in the programs were analyzed in detail to identify procedures, strategies and interpersonal relationships that proved to be conducive to the success of the program. These were combined and generalized into a guideline recommendation format. The data and records were also used to build an efficient system against which other projects, employment and training institutions, and other interested agencies could be compared and for which other projects could be developed. Moreover, these guidelines will provide recommendations for appropriate transferability in successful methods to other employment and training programs in Virginia.

PART THREE

DATA ANALYSES

PART THREE

DATA ANALYSES

I. Results

The data that follow are a combination of some results from Priority 2, Needs Assessment for Future Section 202(d) Funds and Priority 3, Documentation of Successful Linkage Efforts and Activities and Evaluation of Transferability of Efforts and Activities. A few sections in this part can also be found in Priority 2. For example, the following section, "Nomination Survey", is also found in Priority 2. Priority 3 dealt specifically with analyzing data that relate to successful links and successful linkages. (See Appendix H for definitions of terminology.)

A. Nomination Survey

The survey was mailed to all Virginia prime sponsors, all Virginia ROC offices, 141 county, city and town school districts in Virginia, and 23 community colleges in the first week of May, 1979. On June 27, the total response rate was 63.5 percent. Within four weeks of the initial mailing, there was a 49.3 percent response rate. The remaining 17.4 percent responses were received after a follow-up request was sent to those parties not responding to the first survey request. Of the county, city, and town public education entities receiving a survey, 67.9 percent responded.

County public school districts had the highest response rate at 71 percent, followed by city school districts at 65 percent and town school districts at 40 percent. Response rate figures do not necessarily include responses made by individuals within particular school districts completing duplicate copies of the surveys and those individuals making initial telephone contact with the research staff. Similarly, the response rates do not include contact made by the research staff with educational institutions that were perceived by other educational institutions and employment and training agencies as having successful training and educational programs. The response rate of 48 percent of community colleges was lower than anticipated. The final regional Balance-of-State CETA offices response rate was 60 percent. The prime sponsor response rate was 40 percent.

Of those responding, 70 percent of the county public school districts stated that they are either actively engaged in programs with the CETA prime sponsors or have funded slots for personnel on their staff, which range from custodial services to professional employees. Cities which engaged in these activities had a response rate of 89 percent. Two of five towns reported having programs or personnel funding under CETA. All of the responding community colleges reported having a variety of training programs fully or partly funded by CETA. All educational entities contacted through means other than the mail survey were engaged in program activities with their local prime sponsors. Respondents located at several educational institutions were contacted via telephone by the research staff for information pertaining to: (1) local and state advisory councils; (2) federal agencies including the CETA Coordination Unit of the Office of Education; (3) the Employment and Training Administration of the Department of Labor and various Washington-based groups such as the National

Governor's Conference; (4) the National Institute of Education; and (5) the American Vocational Association. All information requested from these respondents were successfully obtained through telephone contacts. (Table 3 contains a listing of all training programs partly or fully funded under CETA underway at the responding community colleges. Those programs at the responding public school district are reported in Table 4.)

Approximately 20 percent of those respondents stating that they were engaged in program activities returned documents relating to this programmatic activity. This documentation included: (1) project reports; (2) project narratives; (3) proposals written for future funding; and (4) written contracts between the educational entity and the prime sponsor. Project reports basically included: (1) project description; (2) the objectives of the project; (3) plans; (4) target populations; (5) project evaluation; and (6) recommendations for its continued funding. Project narratives received were basically descriptive overviews of project activities and included relatively little statistical data that related to target populations served or funding allocations. Proposals received from the educational institutions included both funded and unfunded proposals written in response to "Request for Proposals" (RFP's) which were sent out by the CETA prime sponsors. The length of these proposals ranged from five to forty typewritten pages. Contracts received were those signed between the CETA prime sponsor and the educational entity, which provided skill training, position slots, and other activities. Specific reports and documentation relating to the other forms of linkage

TABLE 3

PARTLY OR FULLY FUNDED CETA PROGRAMS AT RESPONDING COMMUNITY COLLEGES

Programs	CETA Title
Individual Referral Programs	(title unknown)
Accounting (3)	
Animal Science	
Agricultural Business	
Automotive Analysis and Repair (5)	
Child Care (3)	
Clerk-Stenographer (3)	
Data Processing	
Diesel Mechanics	
Drafting (4)	
Electricians Training Program	
Electronics Servicing (3)	
Management (4)	
Mechanical Design Technology (6)	
Merchandising (2)	
Mental Health (2)	
General Office Assistant	
Secretarial Science (7)	
Clerical Arts (6)	
Electrical/Electronics Technology (5)	
Architectural Drafting	
Automotive Technology (3)	
Business and Industrial Supervision	
Correctional Science Certificate	
Correctional Science Specialization	
Industrial Maintenance	
Industrial Technology (2)	
Instrumentation Technology	
Environmental Control Officer (2)	
Industrial Referral Programs	(title unknown)
Machine Operations (3)	
Machine Technology (2)	
Police Science	
Practical Nursing	
Real Estate	
Records Management	
Salesmanship Certificate	

Table 3 continued

Programs	CETA Title
Supermarket Management	
Welding	
Recreation and Parks	
Nurse Aide	
Masonry Training	
Marine Maintenance Mechanics	
Public Service Technology Instructional Aide	
Public Service Tech-Law Enforcement	
Public Service Tech-Police Science (3)	
Respiratory Therapy	
Airconditioning, Heating, and Refrigeration (2)	
Applied Electricity	
Corrections	
Human Services (3)	
Plumbing	
Bookkeeping	
General Engineering	
Civil Technology	
Dental Assistant	
Individual Referral Programs	(title II-B)
Individual Referral (3)	II
Individual Referral (2)	II, II-B, II-D, VI
Individual Referral (2)	
Civil Technology (AAS)	
Drafting and Design Technology (AAS)	
Drafting (2)	
Mechanical Drafting	
Environmental Technology (AAS)	
Environmental Control Operator (Diploma)	
Environmental Control Operator (Certificate)	
Machine Tool Operator	
Secretarial Science	
Clerical Arts	
Dental Assistant	
Police Science	
Electrical/Electronics	
Law Enforcement and Admissions	
Radio and T. V. Manufacturing/Servicing	
Hotel-Motel Management	
Airconditioning and Heating (2)	
Electric Appliance Repair and Servicing	

TABLE 3 continued

Programs	CETA Title
Electricity	
Welding	
Welding/Machinist Technician	
Carpentry Helper	
Sewing Machine Mechanics	
Masonry Trades	
Industrial Maintenance	
Keypunch	
Medical Laboratory Assistant	
Accounting Assistantship	
Clerical Classes	
Automotive Mechanics	II-B, II-D, and VI
Individual Referral Programs	(title I)
Airconditioning and Refrigeration	
Auto Analysis and Repair	
Clerical Studies	
Drafting	
General Merchandising	
Welding	
Basic Skills Training	
Carpentry	
Electrical Work	
Drywall Finishing	
Plumbing	
Nurse Aide (2)	
Business Skills	
Miscellaneous Programs	
Class-size Referrals (2)	II
Class-room Vocational Programs	II-B
SYEP Education and Training	III
PSE Training (3)	II-D
PSE Training (4)	VI
PSE Training-Special Projects	VI
a) operation mainstream	
b) grounds improvement	
CETA Goes to College	I
SYEP	DOL
YETP	DOL

TABLE 4

RESPONDING PUBLIC SCHOOL DISTRICTS

Programs	CETA Title
Youth Employment and Training Programs (YETP)	
YETP (2)	IV
YETP (4)	III
YETP (2)	----
YETP (Dropouts and potential dropouts) (2)	----
YETP 14 yr. and 15 yr. (2)	IV
YETP 16 yr. to 21 yr. (2)	II-B
YETP Bath Youth Community Improvement Program (BYCIP)	IV
YETP Young Adult Work Experience (4)	II-B
Work Experience - In-School and Summer	I, II, and III
In-School and Summer Work Experience (14-21 yr.) (2)	I
Youth In-School Employment Experience	VI
YETP Career Employment Experience	IV
In-School Work Experience	II-B
In-School Program (2)	II-B
In-School Suspension	VI
In-School Work Experience (YEDPA)	----
Summer Youth Employment Program	III
Summer Youth Employment Program (SYEP) (5)	IV
Work in Summer Youth Program	----
Summer Work Experience Project (2)	----
YEDPA	IV
Summer Program for Economically Disadvantaged Youth	III
In-School Transition Services	IV
Youth Community Conservation and Improvement Program	IV
Project YEELD (work-study) YEDPA	----
GED Programs	
GED	I
GED Course and Test	----
GED Prep (2)	II-B, II-D
Classroom Training to CETA eligible	----
Public Service Employment (PSE)	
PSE (2)	VI

TABLE 4 continued

Program	CETA Title
Public Service Employment (PSE) (2)	II-D
PSE (2)	----
PSE and Trainees in Vocational Programs	II-B
Vocational Programs	
Skill Center	----
Office Machine Repair	----
Welding (4)	----
Heating and Airconditioning (3)	II-B
LPN Program	5% Voc. Ed. Funds
Computer Programming	5% Voc. Ed. Funds
Cosmetology	5% Voc. Ed. Funds
Tractor Trailer Driving	5% Voc. Ed. Funds
Heavy Equipment Operator	5% Voc. Ed. Funds
Masonry (2)	80% Funds
Auto Mechanics (3)	II-Gov. Special Grant
Certified Medical Lab	----
Carpentry (4)	----
Diesel Mechanics	----
Auto Body Repair	----
Clerical	----
Clerical Training (3)	IV
Clerk-Stenographer (2)	II
Machine Shop (2)	----
Maintenance-Technician (2)	VI
Building Maintenance	----
Building Maintenance (5)	II-B, Gov. Special Grant
Mobile Home Repair	----
Health Assistants	----
Secretarial (2)	----
Electrician (2)	II-B, Gov. Special Grant
Library Clerks	II, IV
Security	----
Cafeteria	----
Home Economics (2)	Handicapped Students
Industrial Arts and Orientation/Exploration (3)	Handicapped Students
Secretarial	VI Special Projects
Electrician	----
Production Machinery Operator	----
Vocational and General Adult Education	Local CETA/State (50/50)
Work Training Stations within Public School Facilities	----

TABLE 4 continued

Program	CETA Title
CETA - Educational Training	
Agricultural Education	Handicapped Students
Trade and Industrial Education (3)	Handicapped Students
Staff Support	III
Music Instructor	II, IV
Teacher	----
Teacher Aide Trainee	I
Teacher Aide Trainee (2)	II-D, IV, VI
Teacher Aide	----
Vocational Trainer	I
Teacher Aides	II
Other Programs	
To Relieve Local Unemployment	II
Employment of Personnel to Initiate Career	IV
Information Centers in Secondary Schools	----
Transitional Services	III
School Contract	II-D, IV
Disadvantaged Youth	----
Living Skills	II-B
Career College Assistant Program	----
Employment Counseling and Placement	----
CETA Placement Interviewing	----
VEC Microfiche Job Placement Program	----
Comprehensive Employment Training Service (4)	DOL
School Building Energy Audit	VI
Henrico H. S. Instructional and Plant Improvement Project	VI
Adult Work Experience	----

and coordination activities were neither sent nor referred to in the returned surveys.

The two forms of linkage activity referred to in the surveys were CETA-HEW workshops and membership on prime spnosor advisory councils. A number of responding parties indicated that they had been involved in workshops sponsored by state employment and training agencies over the past several years. Several of those responding were educational institutions presently having no programs with CETA prime sponsors. A few respondents indicated that they had benefited from the information and contact they had gained in these workshops. The second form of linkage activity referred to by the responding parties was their membership on local CETA prime sponsor advisory councils. Although no comments were made in the surveys as to benefits perceived by the institutions holding seats on these councils, preliminary results from on-site interviews with educational institutions showed that this type of linkage has been perceived as one of the most critical and beneficial links between CETA prime sponsors and educational institutions.

The following Table (5) shows the response rate of the "Nomination Survey."

TABLE 5

RESPONSE RATE FOR THE NOMINATION SURVEY*

Organization	No. Sent	No. Received	Percent Received
Educational Agencies			
County	95	67	71
City	40	26	65
Town	5	2	40
Community Colleges	23	11	48
Prime Sponsors			
Main	10	4	40
ROC	5	3	60

Response Rate by the end of 4 weeks = 49.3%
Total Response Rate = 67.9%

* Documents Received for Nomination Survey included

- Project Reports
- Project Narratives
- Project Proposals
- Contracts

B. Linkage and Non-Linkage Surveys

This section deals with data and data analyses from the linkage survey (Form A) and the non-linkage survey (Form B). A 72 percent response rate was received on linkage surveys (Form A) and a 75 percent response rate was received on non-linkage surveys (Form B). Form A was sent to educational institutions that currently operated CETA programs and Form B was sent to educational institutions that had either never operated a CETA program or operated a CETA program in the past. The respondents were chosen from the responses collected from the Nomination Survey labelled Education and CETA Linkage Survey.

1. Analyses of Data on Form A--Educational Institution Questionnaire

Educational institutions that operate a CETA program were sent Form A. A total number of 135 questionnaires were sent out, and the response rate was 97. The following data were taken from Form A, which related to educational institutions. Each of the following sections states the question from the linkage survey (Form A) and is followed by a brief analysis of the responses to that individual question.

a. Question 1: "Does your school district or institution operate any of the Elementary and Secondary Education Act funded programs?"

Analysis: The results from Question 1 appeared to indicate that the ABE/GED, Evening Adult, and the Vocational Education for Disadvantaged Youth programs were the predominant ESEA funded programs operated by the school districts that responded to Form A (see Table 6). The rationale for such an occurrence could be that the agency that handles ESEA funds is more ready to fund these programs than any of the other types of programs.

TABLE 6

PREDOMINANT ELEMENTARY AND SECONDARY EDUCATION ACT FUNDED PROGRAMS FOR DISADVANTAGED YOUTH OPERATED BY RESPONDING VIRGINIA SCHOOL DISTRICTS

Program	Response Rate (%)
ABE/GED	52.6
Evening Adult	38.1
Vocational Education for Disadvantaged Youth	35.1
None	26.8
Vocational Rehabilitation	10.3
WIN	8.3
Math (K-9) Remedial and Tutoring Only	2.1
High School Diploma Dropouts	2.1
CETA Classroom Training	1.0
Handicapped Adults	1.0
In-School Suspension	1.0
LPN	1.0
Title I, Title IV-B, IV-C, Title VI-B	1.0
YTEP, Title VI, II-PSE	

b. Question 2: "Does your school district or institution operate any of the following programs either fully or partially funded through your local CETA prime sponsor or the Virginia Employment Commission--CETA Balance-of-State Office?" The programs were:

1. Full classroom training.
2. Individual classroom training referral slots.
3. Special programs for target groups.
4. Programs for "in-school" youth.
5. Programs for out-of-school youth.
6. Alternative education programs.
7. Summer youth programs.
8. None
9. Manpower Training Skill Center.
10. Public Service Employment training.
11. Substitute teachers and teacher aids.
12. Youth services for dropouts and potential dropouts.
13. Staff support for Title IV.
14. Instruction and plant improvement program.
15. School building energy audit.
16. Adult work experience.
17. Unemployed adults.

Analysis: The results from Question 2 appeared to indicate that the summer youth programs, programs for "in-school" youth, full classroom training, and the individual classroom training referral slot program were the predominantly funded programs through the governmental agencies noted above. The other categories were not significant (see Table 7).

TABLE 7

PREDOMINANT PROGRAMS OPERATED BY THE RESPONDING SCHOOL DISTRICTS THAT ARE FULLY OR PARTIALLY FUNDED THROUGH LOCAL CETA PRIME SPONSORS OR VEC-CETA BALANCE OF STATE OFFICES

Program	Response Rate (%)
Summer Youth Programs	42.3
Programs for "in-school" youth	38.1
Full classroom training	30.9
Individual classroom training referral slots	22.7
Programs for out-of-school youth	18.6
Alternative education programs	16.5
Special programs for target groups	12.4
None	9.3
Public Service Employment Training	5.6
Manpower Training Skill Center	2.1
Adult work experience	1.0
Instruction and plant improvement program	1.0
School building energy audit	1.0
Staff support for Title IV	1.0
Substitute teachers and teacher aids	1.0
Unemployed adults	1.0
Youth services for dropouts and potential dropouts	1.0

c. Question 3: "What was the public's reaction to these CETA and/or vocational programs?"

Analysis: The public's reaction appeared to be more favorable towards the CETA programs than towards vocational programs (see Table 8). This finding seems to run contrary to popular beliefs held concerning CETA.

d. Question 4: "Did you encounter difficulties in contacts with CETA?"

Analysis: Of the respondents, 23 percent indicated that they encountered difficulties in contacts with CETA. Moreover, the types of problems they encountered with CETA varied from difficulty in getting information on CETA funding processes to difficulty in getting information on CETA funding patterns to their institutions, and difficulty in getting information on program activities relevant to their institutions (see Tables 9 and 10). The majority of the respondents did not encounter difficulties in contacts with CETA. This may be attributed to the fact that CETA could be doing its job.

e. Question 5: "What have been your major contacts with CETA since your program start-up?"

Analysis: The institutions indicated that the primary contacts between them and CETA appeared to be through informal telephone contact, regular meetings with contract supervisor, and membership on a committee of the CETA Advisory Council (see Table 11). The rationale for the large number of telephone contacts versus other means of communication may be attributed to the small number of staff within the CETA hierarchy.

f. Question 6: "Did you encounter problems getting your program started after you received funding approval?"

Analysis: A majority (62.9%) of the respondents indicated that they did not encounter any problems getting their program "started-up" after they received funding approval. Of those who responded "yes" to this question, they stated that student recruitment was the major problem encountered (see Tables 12 and 13). This problem may be attributed to poor prior planning.

TABLE 8

FAVORABLE PUBLIC REACTION TOWARDS CETA PROGRAMS AS COMPARED WITH PUBLIC REACTION TOWARDS VOCATIONAL PROGRAMS

Population Sub Group	Favorable Response Rate (%)	
	To CETA Programs	To Vocational Programs
Students	39.2	19.6
Parents	32.0	15.5
Administrators	29.9	18.6
Teachers	24.7	16.5
School Board	18.6	15.5
Board of Supervisors Advisory Council	1.0	0
Community	0	2.0

TABLE 9

RESPONDENTS' INDICATIONS OF DIFFICULTIES ENCOUNTERED IN CONTACTS WITH CETA

Response	Response Rate (%)
Yes	23.7
No	60.8
No response	15.5

TABLE 10

EDUCATION INSTITUTIONS' DIFFICULTIES MOST FREQUENTLY ENCOUNTERED IN CONTACTS WITH CETA

Difficulty	Response Rate (%)
Difficult in getting information on CETA funding processes [i.e., issuance of request for proposals (RFP's)]	19.6
Difficulty in getting information on CETA funding patterns to responding institutions (other institutions in the area receiving CETA funds)	15.5
Difficulty in getting information on program activities relevant to responding institutions	12.4
Identification of the key CETA planning persons with whom respondents dealt	8.2

TABLE 11

PRIMARY FORMS OF CONTACT BETWEEN RESPONDING EDUCATIONAL INSTITUTIONS AND CETA

Contact	Response Rate (%)
Informal telephone contact	83.5
Regular meetings with contact supervisor	48.5
Membership on a committee of the CETA Advisory Council	43.3

TABLE 12

RESPONDENTS' INDICATIONS OF PROBLEMS ENCOUNTERED AFTER RECEIVING FUNDING APPROVAL

Response	Response Rate (%)
Yes	25.8
No	62.9
No response	11.3

TABLE 13

EDUCATIONAL INSTITUTIONS' PROBLEMS MOST FREQUENTLY ENCOUNTERED AFTER RECEIVING FUNDING APPROVAL

Problem	Response Rate (%)
Student Recruitment	16.5
Delay in notification causing insufficient time to recruit students and delay in receiving funds	4.1
Lack of support from higher level administrators	3.1
Paperwork in general and VEC paperwork in determining eligibility of participants	2.1

g. Question 7: The respondents were asked to rank in order the following aspects of a program from most successful to least successful:

1. Contract approval.
2. Funding.
3. Instructional staff.
4. Administration.
5. Recruitment.
6. Training facility.
7. Achievement of students.
8. Counseling.
9. Placement (see Table 14).

Analysis: The respondents indicated that the most successful aspect of their program was the instructional staff, and the least successful aspect was counseling. In examining these components, the most successful components are those with the administration of the program including instructional staff, administration, funding, contract approval, and training facility. The least successful are the achievement of students, recruitment, placement, and counseling. These last four items deal with the efficiency and effectiveness of student participation in the programs. Therefore, these program aspects should be strengthened in all future CETA/Education linkages.

h. Question 8: "What were the major problems created by the CETA vocational students?"

Analysis: The respondents indicated that low academic achievement, a high rate of absenteeism, and a high dropout rate were the major problems created by the CETA vocational students. This could be attributed to the poor academic training they have had or the lack of intrinsic motivation. Suggestions were offered to eliminate future implementation problems (see Tables 15

TABLE 14

RESPONDENTS' RANKING OF VARIOUS ASPECTS OF THEIR PROGRAMS FROM MOST SUCCESSFUL TO LEAST SUCCESSFUL

Success Rank	Ranking	Program Aspects
Most Successful	1	Instructional Staff
	2	Administration
	3	Funding
	4	Contract Approval
	5	Achievement of Students
	6	Training Facility
	7	Recruitment
	8	Placement
Least Successful	9	Counseling

TABLE 15

RESPONDENTS' LISTING OF MAJOR PROBLEMS CREATED BY THE CETA VOCATIONAL STUDENTS

Problem	Response Rate (%)
Low academic achievement	29.9
High rate of absenteeism	27.8
High dropout rate	22.7

TABLE 16

RESPONDENTS' SUGGESTIONS FOR ELIMINATION OF FUTURE PROBLEMS WITH IMPLEMENTATION OF CETA VOCATIONAL PROGRAMS FOR DISADVANTAGED YOUTH

Suggestion	Response Rate (%)
More thorough screening, selection, counseling, and follow-up Better recruitment and counseling Improve selection criteria Some type of orientation-closer follow-up	4.1
Congress make appropriations for earlier funding Timing-coordinate federal and local budget years Improve promptness in funding projects	4.1
Guidelines for admission too strict Certification as a CETA candidate should be streamlined	2.1
Better information from Department of Labor	2.1

and 16). The more important suggestions are indeed responses to the least successful program aspects noted in Question 7. These suggestions are directly related to the improvement of client services in CETA/Education linkages.

i. Question 9: "What were the major problems created by YEDPA students?"

Analysis: The respondents indicated that low academic achievement and a high rate of absenteeism seemed to be the major problems caused by the YEDPA students. This, too, could be attributed to the poor academic training they have had or to the lack of intrinsic motivation (see Tables 17 and 18).

j. Question 10: "Did you encounter problems with the initial funding of your CETA programs?"

Analysis: The respondents seemed to indicate an almost equal balance between the responses of "yes" and "no." There was a 52.6 percent non-response rate (see Tables 19 and 20). The problems these institutions had were: (1) a delay in contract approval; (2) a lack of advanced funding; and (3) a reduction in the amount of funds requested. It appears that CETA may need to be more prompt and timely when dealing with the initial funding of programs.

k. Question 11: "Was the funding level adequate in the following areas?" The areas were:

1. Administration.
2. Skill training.
3. Recruitment and placement.
4. Supplies and materials.
5. Utilities.
6. Equipment.
7. Other:
    a. Number of student slots.
    b. Manpower services.
    c. Instruction costs (personnel).
    d. Classroom training.
    e. Travel.

TABLE 17

RESPONDENTS' LISTING OF THE MAJOR PROBLEMS CREATED BY YOUTH EMPLOYMENT AND DEMONSTRATIONS PROJECT ACT STUDENTS

Problem	Response Rate (%)
Low academic achievement	13.4
High rate of absenteeism	11.3
High dropout rate	5.2

TABLE 18

RESPONDENTS' SUGGESTIONS FOR ELIMINATING FUTURE PROBLEMS WITH YOUTH EMPLOYMENT AND DEMONSTRATIONS PROJECT ACT STUDENTS*

Problem
Fewer hours per day in instruction
Better follow up on recruitment

*96.6% of the respondents did not make suggestions

TABLE 19

RESPONDENTS ENCOUNTERING PROBLEMS WITH THE INITIAL FUNDING OF CETA PROGRAMS

Response	Response Rate (%)
Yes	20.6
No	26.8
No response	52.8

TABLE 20

PROBLEMS RESPONDENTS FIND WITH THE INITIAL FUNDING OF CETA PROGRAMS

Problem	Response Rate (%)
Delayed contract approval	23.7
A lack of advanced funding	11.3
A reduction in the amount of funds required	9.3

Analysis: The respondents indicated that the funding appeared to be adequate for the above mentioned areas. Only a small percentage of respondents indicated that the funding was not adequate in any one category (see Table 21).

l. *Question 12*: This question ranked the various activities carried on at the institution from most successful to least successful.

Analysis: The results were as follows:

1. Contacts and relationships between the program director and the CETA contact person were clearly identified as the *most* successful type of linkage.
2. Relationship between an institution's officials and the CETA agency was identified as the *second* most successful linkage.
3. Communication methods ranked as the *third* most successful linkage.
4. Information exchange meetings *and* joint program planning (prior to contract approval) were ranked as fourth/fifth most successful linkage, respectively.
5. The remaining linkages - CETA Advisory Council membership; CETA Youth Council membership; usage of CETA and your institutional funds for program activities; and on-going program planning meeting (during contracted activities) - do not appear to be particularly successful.
6. Last, joint program evaluation appeared to be the least successful linkage activity (see Table 22).

These findings appeared to parallel our findings from the on-site interviews. The greatest linkage activity seemed to be based in our concepts of behavior and communication types of linkages.

m. *Question 13*: "From your point of view, which of the following items create barriers to your institution's coordination of planning and programming activities with CETA?" The items were:

1. Communication methods.

TABLE 21

ADEQUACY OF FUNDING IN SPECIFIC CATEGORIES OF CETA PROGRAMS

Category	Response Rate (%)	
	Adequate	Not Adequate
Administration	59.8	7.2
Skill Training	56.7	1.0
Supplies and Materials	54.6	3.1
Recruitment & Placement	50.5	4.1
Utilities	43.3	4.1
Equipment	41.2	4.1
Other Categories		
Number of student slots (1)	1.0	
Manpower services (1)	1.0	
Instruction costs (personnel) (1)		1.0
Classroom training (2)	2.1	
Travel (1)		1.0

TABLE 22

RANKING OF VARIOUS LINKAGE ACTIVITIES BETWEEN RESPONDING INSTITUTIONS FROM MOST SUCCESSFUL TO LEAST SUCCESSFUL

Linkage	Rank Order
Contacts and relationships between the program director and the CETA contact person	1
Relationship between the institution's officials and the CETA agency	2
Communication Methods	3
Information Exchange	4
Joint Program Planning	5
Joint Program Evaluation	least successful

2. No time.
3. Political relationships.
4. Lack of appropriate incentives.
5. General resistance to change.
6. Goal incongruence.
7. Inadequate funding.
8. Lack of information exchange.
9. Planning cycle problems.
10. Confusing/conflicting rules and regulations.
11. Inadequate technical assistance.
12. Turf-vested interests.
13. Internal problems (staffing deficiencies or training inadequacies).

Analysis: The responses were as follows:

1. Confusing/conflicting rules and regulations were clearly the most cited barrier to coordination and planning.
2. Planning cycle problems are the second most cited barrier to coordination and planning - 32.0 percent ranked one through four.
3. Communication methods and no time or manpower for coordination rank third and fourth respectively. Other responses are well distributed, thus indicating these barriers are not considered to be serious problems (see Table 23).

It appeared as if these barriers ran parallel to the findings of the on-site interviews. Confusing rules and regulations did not prove to be a major barrier to the prime sponsor because they found ways to circumvent them. The educational institutions may be more concerned with violating rules and regulations.

TABLE 23

ITEMS CREATING BARRIERS TO RESPONDING INSTITUTION'S COORDINATION OF PLANNING AND PROGRAMMING ACTIVITIES WITH CETA

Barriers	Rank Order
Confusing/conflicting rules and regulations	1
Planning cycle problems	2
Communication methods	3
No time or manpower to coordinate	4
Goal incongruence	5
Lack of information exchange	6
Political relationships	7
Inadequate technical assistance	8
Lack of appropriate incentives	9
General resistance to change	10
Turf-vested interests	11
Inadequate funding	12
Internal problems	13

n. Question 14: "What are your recommendations for eliminating future coordinatin problems?"

Analysis: Of those responding, 57.4 percent did not make recommendations. Of those making recommendations their suggestions were:

1. Delete confusing and conflicting rules and regulations.

2. There needs to be more communication between parties.

3. Make funding directives no later than June 15.

4. Allow more flexibility for local control (see Table 24).

o. Question 15: "How severely were your CETA programs affected by factors listed below?:

1. Inadequate planning data.
2. Inadequate planning time.
3. Delayed contract approval.
4. Reduction in the amount of funds requested.
5. Lack of funds for administration.
6. Lack of funds for equipment.
7. Inadequate funds for supplies and materials.
8. Difficulty in recruiting students.
9. Lack of interest on the part of students.
10. Disciplinary problems created by students.
11. Low academic achievement of students.
12. High dropout rate of students.
13. Difficult to place students in meaningful employment situations.
14. Lack of adequate training facilities.
15. Lack of qualified instructors.
16. Lack of qualified administrative personnel.
17. Lack of sufficient time to do paperwork.
18. Uncooperative attitude of administrative personnel.
19. Uncooperative attitude of teachers."

Analysis: The responses were as follows:

1. There seems to be little problem with funding, facilities or manpower.

2. Funds seemed adequate for administration, equipment, supplies and materials.

TABLE 24

RESPONDENT'S RECOMMENDATIONS FOR ELIMINATION OF FUTURE COORDINATION PROBLEMS*

Recommendations**	Response Rate (%)
More communication between parties	5.2
Delete confusing/conflicting rules and regulations	4.1
Make funding directives no later than June 15	4.1
Allowance of more flexibility to local control	2.1

*57.7% of the respondents did not make recommendations

**All other recommendations received less than 2% response.

3. There seems to be no lack in the number of training facilities, qualified administrative personnel, or qualified instructors.

4. Students appeared interested in the programs.

5. Disciplinary action did not appear to be a problem.

6. Low academic achievement was considered to be somewhat of a problem.

7. The recruitment and placement of students do tend to severely affect CETA programs.

8. And, inadequate planning time and delayed contract approval do severely affect CETA programs (see Tables 25).

2. Analyses of Data on Form B--Educational Institution Questionnaire (Non-CETA Programs)

Form B was sent to educational institutions that had never operated a CETA program. A total of 28 questionnaires was sent out, and the response totaled 21. The following data were taken from Form B. Each of the following sections states the question from the non-linkage survey (Form B) and is followed by a brief analysis of the responses to that particular question.

a. Question 1: "Does your school district or institution operate any of the following ESEA funded programs?"

   Analysis: The ABE/GED, Evening Adult, and the Vocational Education for Disadvantaged Youth programs were the predominant ESEA funded programs operated by the responding school districts (see Table 26). None of the responding institutions operated a WIN program.

b. Question 2: "What was the public's reaction to these vocational programs?" (The programs were mentioned in Question 1.)

   Analysis: Overall, the public's reaction to these vocational programs was quite favorable. The

TABLE 25

FACTORS THAT DID NOT SEVERELY IMPACT THE RESPONDING INSTITUTION'S CETA PROGRAMS

Factor	Response Rate (%)
Lack of qualified administrative personnel	68.1
Uncooperative attitude of teachers	62.9
Lack of qualified instructors	61.9
Uncooperative attitude of administrative personnel	57.7
Lack of funds for equipment	55.7
Inadequate funds for supplies and materials	52.6
Lack of funds for administration	46.4
Lack of adequate training facilities	42.3
Reduction in the amount of funds requested	41.2
Disciplinary problems created by students	37.1
Inadequate planning data	35.1
Difficulty in recruiting students	28.9
Lack of sufficient time to do paperwork	28.9
Lack of interest on the part of students	26.8
High dropout rate of students	24.8
Delayed contract approval	24.5
Low academic achievement of students	23.7

TABLE 25 continued

Factor	Response Rate (%)
Inadequate planning time	22.7
Difficult to place students in meaningful employment situations	18.6

TABLE 26

PREDOMINANT ELEMENTARY AND SECONDARY EDUCATION ACT FUNDED PROGRAMS FOR DISADVANTAGED YOUTH OPERATED BY THE RESPONDING SCHOOL DISTRICTS

Program	Response Rate (%)
ABE/GED	76.2
Evening Adult	47.6
Vocational Education for Disadvantaged Youth	33.3
None of the Above	19.1
Vocational Rehabilitation	4.8
Supplementary Adult T & I	4.8

preponderance of responses were found in the "very favorable" or "favorable" category (see Table 27). However, the students' rating is significantly lower than those of administrators and parents. Educational institutions with CETA programs seem to support this same feeling with respect to the success of actual operating components of the program for clients.

c. Question 3: "What were the major problems created by the adult vocational students?"

Analysis: Low academic achievement, high dropout rate, and a high rate of absenteeism seemed to be the major problems created by the adult vocational students. None of the respondents indicated that discipline or damage to their facilities was a major problem caused by the adult vocational students (see Table 28). The rationale for this could be because they are adults and not children--in other words, maturation of the students. Thirty-three percent of the respondents stated that they had no problems with these students. The respondents' recommendations for eliminating these problems were: (1) survey adult population more closely; and (2) work with teachers to increase academic skills.

d. Question 4: "Have you ever been contacted by other organizations or institutions (i.e., urban league, vocational rehabilitation organizations) seeking your permission to sponsor CETA programs in your facility?"

Analysis: The respondents overwhelmingly responded "no" (see Table 29). From this overwhelmingly negative response, one could conclude that CETA is not doing a very good job of communicating potential contracts with such organizations as the urban league, community-based organizations, and vocational rehabilitation organizations.

e. Question 5: "Did you permit any institution to sponsor CETA programs in your facility?"

Analysis: With the overwhelming "non-applicable" response, several conclusions could be drawn. First, the educational institution may have a policy against other organizations using the

TABLE 27

CROSS-SECTION OF PUBLIC WHO RESPONDED WITH "VERY FAVORABLE" REACTION TO ESEA PROGRAMS

Group	% Responding "Very Favorable"
School Board	28.6
Administrators	23.8
Parents	19.0
Teachers	19.0
Students	14.3
Adults	4.8

TABLE 28

MAJOR PROBLEMS CREATED BY ADULT VOCATIONAL STUDENTS

Type of Problem	Response Rate (%)
No Problems	33.3
Low Academic Achievement	23.8
High Dropout Rate	23.8
High Rate of Absenteeism	23.8
No Evening Adult Program Administered	19.0
Disciplinary	0
Damage to Facilities	0

TABLE 29

EDUCATIONAL INSTITUTIONS CONTACTED BY OTHER ORGANIZATIONS FOR PERMISSION TO USE FACILITIES FOR CETA PROGRAMS

Contacted vs. Never Contacted	Response Rate (%)
Contacted	19.0
Never Contacted	81.0

facilities. If this is the case, CETA operations would have to obtain an exclusion to that policy or have the policy changed. Second, the question may not be relevant because it was misunderstood (see Table 30).

f. Question 6: "Have you attempted any initial contacts with the CETA agency assigned to your area?"

Analysis: With the large response of "yes" (47.6%), clearly these educational institutions have attempted to make some contact with CETA. Therefore, almost all local education agencies have made some attempt to be involved with CETA operations (see Table 31).

g. Question 7: "Did you encounter difficulties in making these initial contacts with the CETA agency?" And, if yes, which of the following problems did you encounter?" What follows is a listing of the problems:

1. Location of the CETA agency in your area.
2. Identification of the key CETA planning person with whom you dealt.
3. Delay in getting an appointment.
4. Difficulty in getting information on program activities relevant to your institution.
5. Difficulty in getting information on CETA funding patterns relevant to your institution.
6. Difficulty in getting information on CETA funding processes [i.e., issuance of requests for proposals (RFP)].
7. Other.
8. Contacts have not been attempted.

Analysis: Thirty-three institutions responded that they did not encounter difficulties in making any initial contacts with the CETA agencies. Nineteen percent said they had encountered difficulties, while 48 percent did not respond to the question (see Tables 32 and 33). Of those who responded "yes" (had difficulties with the CETA agency), the problems encountered were as follows:

TABLE 30

EDUCATIONAL INSTITUTIONS PERMITTING OTHER ORGANIZATIONS TO SPONSOR CETA PROGRAMS IN THEIR FACILITY

Responses	Response Rate (%)
Yes	14.3
No	9.5
No Response	76.2

Table 31

EDUCATIONAL INSTITUTIONS ATTEMPTING INITIAL CONTACTS WITH AREA'S CETA AGENCY

Responses	Response Rate (%)
Yes	47.6
No	47.6
No Response	4.8

TABLE 32

EDUCATIONAL INSTITUTIONS THAT ENCOUNTERED DIFFICULTIES WITH INITIAL CONTACTING OF CETA AGENCY

Responses	Response Rate (%)
Yes	19.0
No	33.3
No Response	47.6

TABLE 33

EDUCATIONAL INSTITUTIONS THAT ENCOUNTERED PROBLEMS IN CONTACTING CETA

Problem Encountered	Response Rate (%)
Difficulty in getting information on program activities relevant to your institution	14.3
Difficulty in getting information on CETA funding patterns relevant to your institution	14.3
Difficulty in getting information on CETA funding processes (i.e., issuance of request for proposals--RFP's)	9.5
Identification of key CETA planning person with whom you dealt	4.8

1. Difficulty in getting information on program activities relevant to your institution.

2. Difficulty in getting information on CETA funding patterns relevant to your institution.

3. Difficulty in getting information on CETA funding processes [i.e., issuance of requests for proposals (RFP)].

4. Identification of the key CETA planning person with whom you dealt (see Table 33).

h. Question 8: "Are you interested in coordinating future programs with CETA?" Furthermore, "What are your reasons for not coordinating future programs with CETA?" The reasons listed for the responses were:

   1. Do not have the time.
   2. Process too complicated.
   3. Coordination is too costly in terms of manhours.
   4. Coordination would not improve my program.
   5. Technical assistance for coordination not available.
   6. Will continue to utilize CETA students in work status.

   Analysis: Of the respondents, 5 percent have attempted to make initial contacts with the CETA agency in their area, zero percent indicated that they encountered difficulties in making these initial contacts, while 95 percent did not respond to to this question (see Table 34). Of those 5 percent who responded "no", the primary reasons given for not coordinating future programs with CETA were:

      1. Lack of time.

      2. Coordination too costly in terms of manhours.

      3. Process too complicated (see Table 35).

   Several other analyses could be run. For example, the size of the educational institution may have impact upon the willingness to participate in a

TABLE 34

EDUCATIONAL INSTITUTIONS INTERESTED IN COORDINATING FUTURE PROGRAMS WITH CETA

Responses	Response Rate (%)
Yes	0
No	4.8
No Response	95.2

TABLE 35

REASONS THAT EDUCATIONAL INSTITUTIONS DID NOT COORDINATE WITH CETA

Reason	Response Rate (%)
No time	47.6
Too costly (in terms of manhours)	23.8
Process too complicated	19.1
Coordination would not improve current program	14.3
Technical assistance for coordination not available	14.3
Will continue to utilize CETA students in work status	4.8

CETA operation. This certainly would be reflected in the reasons given for not coordinating with CETA.

i. Question 9: "Can CETA vocational training programs be offered to the out-of-school adult in your high school during the regular work day?" Furthermore, they were asked to respond to the reasons for not offering adult vocational training programs. The following list of reasons was given to them to mark:

1. Inadequate facilities.
2. Inadequate teaching staff.
3. Inadequate funds.
4. Inadequate administrative personnel.
5. Disciplinary problems created by the adult students.
6. Undesirable influence of adults on refular students.
7. Prohibited by local, state, or federal regulations.
8. Incompatibility of regular students and adults.
9. All classes are filled to maximum.

Analysis: Of the respondents, 5 percent stated that they were presently offering daytime programs, and 95 percent stated "no". Of the reasons for not offering adult vocational training programs, all reasons appeared to play a significant role in a school district's decision not to offer adult vocational training programs (see Tables 36 and 37).

TABLE 36

POTENTIAL OF EDUCATIONAL INSTITUTIONS TO OFFER CETA VOCATIONAL TRAINING TO OUT-OF-SCHOOL ADULTS DURING WORKING DAY (CLASSES TO BE OFFERED IN HIGH SCHOOL)

Types of Responses	Response Rate (%)
Yes, we are presently offering daytime programs	4.8
Yes, we are not presently offering daytime programs	0
No	9.5

TABLE 37

REASONS FOR NOT OFFERING ADULT VOCATIONAL TRAINING PROGRAMS

	Response Rate (%)
Inadequate facilities	85.7
Inadequate teaching staff	61.9
Inadequate administrative personnel	47.6
Inadequate funds	38.1
Disciplinary problems created by adult students	38.1
Incompatibility of regular students and adults	14.3
Prohibited by local, state, or federal regulations	9.5
All classes are filled to maximum	9.5
Undesirable influence of adults on regular students	4.8

C. CETA Prime Sponsor/LEA, CC or Skills Center Interviews and Narratives

After responding to the results of the Nomination Survey, ten LEA's, seven community colleges, two skills centers, nine prime sponsors, five regional operation centers (see Table 38), were visited. After having visited these organizations, narratives were written up. (See Appendix T.) After these agencies had been visited, the links deemed to be "successful" were grouped. (See definitions of linkages for explanation of terminology--Table 39.) Table 40 lists the links we finally considered to be successful models of linkages within Virginia's CETA system. Section D defines successful links and/or linkages.

After carefully examining all the narratives of the prime sponsors/ educational counterparts which were considered to be successful links and linkages, the following concerning characteristics of linkages were established (see Table 41). Furthermore, we found that the following barriers were discerned as barriers to successful CETA/Education linkages in Virginia:

1. Differences in planning cycles of community colleges and prime sponsors. (Planning linkage)
2. Lead time for submission of proposals insufficient. (Communication linkage)
3. Sufficient manpower to conduct programs is inadequate. (Financial and programmatic/operational linkage)
4. Resistance to change. (Behavioral linkage)
5. Conflicting and confusing rules and regulations from prime sponsors, the State, and the Department of Labor. (Policy linkage)
6. CETA funding cycle (one year) insufficient. (Financial linkage)
7. Technical assistance inadequate. (Communication linkage)

TABLE 38

PRIME SPONSOR AND EDUCATIONAL COUNTERPARTS INTERVIEWED

LEAS

- Alexandria Public Schools System
- Arlington County Vocational Career Center
- Bath County Public Schools System
- Charlottesville Public Schools System
- Fairfax County Public Schools System
- Henrico County School District
- Page County Placement Office
- Richmond Public Schools System
- Roanoke County Public Schools System
- Winchester/Clarke/Frederick Alternative Education Program

Community Colleges

- Mountain Empire Community College
- New River Community College - Office of Financial Aid
- Northern Virginia Community College - Grant Development
- Northern Virginia Community College - Secretarial Sciences
- Patrick Henry Community College
- Thomas Nelson Community College
- Tidewater Community College

TABLE 38 continued

Skills Centers

- Arlington County Manpower Skills Center
- Washington County Skills Center

Prime Sponsors

- Arlington County Manpower Services
- City of Alexandria
- Fairfax Loudoun Consortium
- Henrico-Chesterfield-Hanover Consortium
- POMP
- Prince William Consortium
- RAMPS
- Roanoke Consortium Manpower Services
- STAMA

Balance-of State Prime Sponsors

- Abingdon ROC I
- Roanoke ROC II
- Harrisonburg ROC IV
- Warsaw - ROC V
- BOS VEC-CETA

Planning Evaluation Subcommittee

- New River Community College - AMPC IV

TABLE 39

LINKAGE DEFINITIONS

1. *Communication linkage*-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which promotes informal and formal networks of information exchange systems.
2. *Behavioral linkage*-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which establishes a human relations perspective and which enhances informal interaction among participants.
3. *Structural linkage*-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which coordinates the formal hierarchical frameworks of roles and duties among the participating agencies.
4. *Programmatic/operational linkage*-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which facilitates the operationalizing of plans to coordinate ongoing activities.
5. *Planning linkage*-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which establishes a mechanism for accomplishing mutual maximization of human and technological resources.
6. *Policy linkage*-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) that displays written statements defining overall goals and objectives initiated by *top level* planners.
7. *Financial linkage*-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which promotes the sharing of monetary resources.

TABLE 40

PRIME SPONSOR AND EDUCATIONAL COUNTERPART LINK*

CONSORTIUM			
PS	Fairfax-Loudoun Consortium	LEA	Fairfax County Public School
PS	Henrico-Chesterfield-Hanover Consortium	LEA	Henrico County School District
PS	POMP	CC	Thomas Nelson Community College
PS	RAMPS	LEA	Richmond Public School System
PS	STAMA	CC	Tidewater Community College
CITY			
PS	Alexandria (City of)	LEA	City of Alexandria Public Schools
COUNTY			
PS	Arlington County	LEA	Arlington County Vocational Career Center
		SC	Arlington County Manpower Skills Center
PS	Prince William County	CC	Northern Va. Community College
		CC	Northern Va. Community College-Secretarial Science
BALANCE OF STATE			
PS	ROC II - Roanoke	CC	Patrick Henry Community College
PS	ROC IV - Harrisonburg	LEA	Winchester/Clarke/Frederick
		LEA	Bath County Public Schools
		LEA	Charlottesville Public School System
		LEA	Page County Job Placement Office

*PS Denotes Prime Sponsor
LEA Denotes Local Education Agency
CC Denotes Community Colleges
SC Denotes Skills Center

TABLE 41

CHARACTERISTICS OF LINKAGES

BEHAVIORAL LINKAGES:

1. Congruency or commonality of goals among all parties, and a total commitment to these goals.
2. Political relationships are positive in nature.
3. Personalities of the administrators and/or staff of both parties are compatible.
4. Provincial attitudes of the parties are reduced or non-existent.
5. Incentives to cooperate and coordinate between the parties, whether social or psychological, are expressed covertly.
6. Both parties are not resistant to change.
7. Both parties interact informally and formally.
8. Both parties exhibit trust levels between them.
9. The prime sponsor is visible and accessible to all projects it works with.
10. The prime sponsor meets with the external contracts as often as possible, and not just when it is needed-urgent situations.
11. There is a personal commitment by each party to see that the projects succeed.
12. There is a positive relationship established with other contractors (CBO's) in the area.
13. School and community hierarchy view the CETA programs as positive forces for change.

TABLE 41 continued

FINANCIAL LINKAGES:

1. Funding sources the same for both parties, therefore the chances of the parties developing different loyalties will be slight.
2. Financial rewards operate as incentives to cooperate and coordinate for all parties.
3. No differences in funding/planning cycles among the parties.

COMMUNICATION LINKAGES:

1. Communication system between all parties well established.
2. Clearly communicated guidelines and assistance in keeping within those guidelines understood by all parties.
3. Active advisory councils.
4. Formal system of information exchange operating.
5. Boundary spanners function as informational sources.
6. Committee established that has primary purpose of coordinating and channeling all communications.

PLANNING LINKAGES:

1. Non-duplication of services by all parties.
2. Geographic problems def[illegible] and delineated.
3. Planning efforts coordinated between all parties.
4. Active advisory councils-serve as a planning coordinating tool.
5. Both parties involved in planning prior to initiation of CETA programs--joint planning efforts.
6. Joint ongoing planning efforts by all parties.
7. Ability to handle open-entry/open-exist training programs.

TABLE 41 continued

POLICY LINKAGES:

1. Congruency or commonality of goals among all parties, and a total commitment to these goals.
2. The parties have clear guidelines relating to goals and objectives, and each agency assists each other in keeping within those guidelines.

PROGRAMMATIC/OPERATIONAL LINKAGES:

1. Internal problems of the agency is reduced.
2. Both parties interpret the rules and regulations concerning the operation of CETA projects in a similar fashion.
3. Both parties have the appropriate time and manpower to coordinate activities.
4. Boundary spanners are evident.
5. Both parties are able to provide reasonable access to programs for participants.

STRUCTURAL LINKAGES:

1. There is a reduction in turf protection by all parties.
2. Role differentiations are defined and delineated for all parties.
3. Bureaucracy of both parties are reduced (not large) and not extended.
4. All parties have outreach authority.

---

8. Paperwork is redundant and voluminous. (Policy linkage)
9. Differences in goals and objectives amongst the parties. (Policy linkage)
10. Lack of clarification, communication, and direction from CETA and/or Department of Labor. (Communication linkage)

These particular barriers were found as definite deterrents to establishing or maintaining successful links and/or linkages. The prime sponsors connoted that these barriers were definitely blocks to coordinating services among its educational counterparts.

D. Successful Linkage Findings/Interview Survey Analyses

Before beginning to analyze any data gathered from the narratives (see Appendix T), the linkages that were mentioned in the proposal, i.e., financial, programmatic, operational, structural, planning, and policy were defined. The programmatic and operational linkages appeared to be quite synonymous in meaning. Therefore, programmatic and operational were reformulated into a programmatic/operational linkage with a definition that encompassed both concepts. Moreover, the behavioral and communication aspects of links had not been included within those definitions. Therefore, two new categories within the linkage terminology area were developed: behavioral linkage and communication linkage.

Seven (7) distinct categories of linkages (structural, programmatic/operational, financial, policy, planning, communication and behavioral) were defined. (See Table 42 for definitions of these linkages.) Furthermore, successful linkage was defined as a relationship when a prime sponsors and its counterpart utilize only one particular type of linkage, i.e., behavioral, communication, financial,

TABLE 42

LINKAGES DEFINITIONS

1. Communication linkage-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which promotes informal and formal networks of information exchange systems.

2. Behavioral linkage-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which establishes a human relations perspective and which enhances informal interaction among participants.

3. Structural linkage-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which coordinates the formal hierarchical frameworks of roles and duties among the participating agencies.

4. Programmatic/operational linkage-A linkage between a prime sponsor and its counterpart (LEA, community colleges or skills center) which facilitates the operationalizing of plans to coordinate ongoing activities.

5. Planning linkage-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) which establishes a mechanism for accomplishing mutual maximization of human and technological resources.

6. Policy linkage-A linkage between a prime sponsor and its counterpart (LEA, community college or skills center) that displays written statements defining overall goals and objectives initiated by top level planners.

7. Financial linkage-A linkage between a prime sponsor and its counterpart (LEA, community college or skill center) which promotes the sharing of monetary resources.

planning, programmatic/operational, policy, and structural, and a successful link was defined as a relationship when the prime sponsor and its counterpart utilize more than one type of linkage activity successfully.

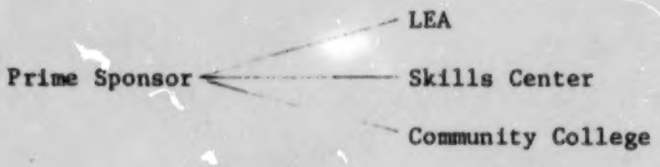
Having defined these categories of linkages, the narratives on the different prime sponsors and their educational counterparts (these respondents were identified by the Nomination Survey) were analyzed as to the different characteristics of the linkage types. The educational counterparts to the prime sponsors were LEA's, community colleges, and skill centers. (See Table 40 for the listing of prime sponsors and their educational counterparts.)

Table 41 lists the linkage characteristics. These characteristics were drawn from the narratives which had been derived from the interviews (see Appendix T for narratives). In these questionnaires, several questions dealt with linkage activities and barriers. These linkage activities and barriers appeared to allow for the creation or failure of a linkage and/or link. The responses to these questions were analyzed to determine what type of linkage activities were considered to be methods utilized or the greatest aids in achieving and maintaining successful links between the prime sponsors and their educational counterparts (see Table 44). A response of yes was assigned the number 1, a response of no was assigned the number 2, and a nonresponse was assigned the number 3.

The "Successful Linkage Weighting Chart" refers to the codes that were assigned to the prime sponsors and their educational

TABLE 43

CHARACTERISTICS OF SUCCESSFUL CETA-EDUCATION LINKAGES FOUND IN VIRGINIA



1. Both parties that have a linkage are active members and participate in either the local Manpower Planning Council or the Area Manpower Planning Council.

2. Both parties have a large number of informal/unstructured and formal communications in this linkage, which appears to be an ongoing process.

3. Both parties appear to be conducting joint program planning, which facilitates coordination and reduces the probability of program duplication. This joint planning appears to be occurring on an ongoing basis.

4. Both parties have formal and informal information exchange meetings. There is evidence of a well established communication network.

5. Both parties, whenever possible, share CETA and Education facilities for program activities.

6. Both parties conduct joint program evaluation.

7. Both parties appear to be intrinsically motivated to see that their projects succeed in CETA related activities.

8. Both parties appear to perceive a need for each other's services, facilities, and resources.

9. Both parties had some boundary spanning persons who were performing boundary spanning activities (those encompassing both organizations). Therefore, boundary spanning played a part in some linkages.

10. Both parties appeared to have a positive political bahavioral communication.

TABLE 43 continued

11. Both parties were committed to a congruency or commonality of CETA and educational goals and objectives among the parties, and that there was a personal commitment to these goals and objectives.

12. Both parties were concerned about and believed in clearly communicated rules and regulations, as well as assistance given to stay within those rules and regulations.

13. Both parties had directors with personalities that could establish good rapport with all involved parties. Parties with such directors usually display the greatest degree of success in linking.

TABLE 44

SUCCESSFUL LINKAGE AND BARRIERS WEIGHTING CHART*

Organizations		Linkage Activity										Barriers to Linkage												
A. CONSORTIA		A	B	C	D	E	F	G	H	I	J	A	B	C	D	E	F	G	H	I	J	K	L	M
Prime Sponsor	LEA																							
*Fairfax-Loudoun** Consortium*	Fairfax County Public Schools	*1* 1	*1* 1	*1* 1	*1* 1	*1* 1	*1* 1	*1* 1	*1* 1	*1* 1	*1* 1	*2* 2	*2* 2	*2* 2	*2* 2	*2* 2	*1* 2	*2* 2	*2* 2	*2* 2	*1* 2	*2* 2	*1* 2	*2* 2
Henrico-Chesterfield-Hanover Consortium	Henrico County School District	*1* 1	*1* 1	*1* 1	*1* 1	*1* 1	*1* 1	*1* 1	*1* 2	*1* 1	*1* 1	*1* 2	*2* 2	*1* 2	*2* 2	*2* 2	*1* 2	*2* 2	*1* 2	*2* 1	*1* 1	*2* 2	*2* 2	*2* 2
Richmond Area Manpower Planning System	Richmond Public School System	*1* 1	*1* 1	*1* 3	*2* 1	*1* 2	*1* 1	*1* 1	*2* 1	*1* 1	*1* 1	*1* 2	*1* 2	*1* 2	*2* 2	*2* 1	*2* 1	*1* 2	*1* 2	*1* 1	*1* 1	*1* 2	*2* 2	*1* 2
Prime Sponsor	Community College																							
Peninsula Office of Manpower	Thomas Nelson Community College	*2* 1	*1* 1	*1* 1	*2* 1	*1* 1	*1* 1	*1* 1	*1* 1	*1* 1	*2* 2	*2* 2	*2* 2	*2* 2	*1* 2	*2* 1	*2* 1	*2* 2	*1* 2	*1* 1	*2* 1	*2* 2	*2* 2	*2* 1
Southeastern Tidewater Area Manpower Authority	Tidewater Community College	*1* 1	*1* 1	*1* 1	*1* 1	*1* 1	*1* 1	*2* 1	*1* 1	*1* 1	*2* 1	*2* 2	*2* 2	*2* 2	*2* 1	*1* 2	*2* 1	*2* 1	*2* 1	*1* 2	*2* 2	*2* 1	*2* 2	*1* 2
B. CITY																								
Prime Sponsor	LEA																							
City of Alexandria	City of Alexandria Public Schools	*1* 1	*2* 1	*1* 1	*2* 1	*1* 1	*1* 1	*1* 1	*1* 1	*1* 1	*1* 1	*2* 2	*1* 1	*2* 2	*2* 2	*2* 2	*1* 2	*2* 2	*2* 2	*1* 2	*2* 2	*2* 2	*2* 2	*1* 2

TABLE 44 continued

Organizations		Linkage Activity										Barriers to Linkage												
		A	B	C	D	E	F	G	H	I	J	A	B	C	D	E	F	G	H	I	J	K	L	M
C. COUNTY																								
Prime Sponsor	LEA																							
Arlington County	Arlington County Vocational Career Center	*1*	*1*	*1*	*1*	*2*	*1*	*1*	*1*	*1*	*1*	*2*	*2*	*1*	*2*	*2*	*2*	*1*	*2*	*1*	*2*	*2*	*2*	*2*
		1	1	1	1	1	1	1	1	1	2	2	2	1	2	2	2	1	2	2	2	2	2	2
Prime Sponsor	Community College																							
Prince William County	Northern Virginia Community College-Grant Development	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*2*	*2*	*2*	*2*	*1*	*1*	*2*	*2*	*2*	*2*	*2*	*2*	*2*
		1	1	1	1	1	1	1	2	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2
Prince William County	Northern Virginia Community College-Secretarial Science Program	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*2*	*2*	*2*	*2*	*1*	*1*	*2*	*2*	*2*	*2*	*2*	*2*	*2*
		1	1	1	1	1	2	2	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2
Prime Sponsor	Skills Center																							
Arlington County	Arlington County Manpower Skills Center	*1*	*1*	*1*	*1*	*2*	*1*	*1*	*1*	*1*	*1*	*2*	*2*	*1*	*2*	*2*	*2*	*1*	*2*	*1*	*2*	*2*	*2*	*2*
		1	1	1	1	1	1	1	1	1	1	2	1	2	2	2	2	2	2	1	2	2	2	1
D. BALANCE OF STATE																								
Prime Sponsor	LEA																							
ROC IV - Harrisonburg	Bath County Public Schools	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*2*	*2*	*2*	*2*	*1*	*1*	*1*	*2*	*2*	*1*	*2*	*2*	*2*	*2*
		1	1	1	2	1	2	1	1	2	1	2	1	2	2	1	2	2	2	1	1	1	2	2
ROC IV - Harrisonburg	Charlottesville Public School System	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*2*	*2*	*2*	*2*	*1*	*1*	*1*	*2*	*2*	*1*	*2*	*2*	*2*	*2*
		1	1	1	1	1	1	2	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2

TABLE 44 continued

Organizations		Linkage Activity										Barriers to Linkage												
		A	B	C	D	E	F	G	H	I	J	A	B	C	D	E	F	G	H	I	J	K	L	M
ROC IV - Harrisonburg	Page County Job Placement Office	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*2*	*2*	*2*	*2*	*1*	*1*	*1*	*2*	*2*	*1*	*2*	*2*	*2*	*2*
		1	2	1	1	2	1	1	1	2	2	2	1	2	2	2	2	2	1	1	2	2	2	2
ROC IV - Harrisonburg	City of Winchester and Clarke and Frederick Counties	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*1*	*2*	*2*	*2*	*2*	*1*	*1*	*1*	*2*	*2*	*1*	*2*	*2*	*2*	*2*
		1	2	1	2	2	1	1	1	1	2	1	2	1	1	1	2	2	1	1	1	1	2	2
Prime Sponsor	Community College																							
ROC II - Roanoke	Patrick Henry Community College	*1*	*1*	*1*	*1*	*1*	*1*	*3*	*1*	*1*	*2*	*1*	*1*	*1*	*2*	*2*	*2*	*2*	*1*	*1*	*1*	*1*	*2*	*1*
		3	1	1	1	1	1	3	3	3	3	1	3	1	2	2	2	3	1	1	1	1	2	2

*Coding:

Yes = 1
No = 2
No Response = 3

**Italics type denotes prime sponsors.
Prestige Elite type denotes LEA's Community Colleges, or Skills Centers.

TABLE 44 continued

Linkage Activity

A. Contacts and relationship between you and the contact person you deal with in each educational institution/prime sponsor

B. Relationship between school (community college) officials and the CETA agency

C. Communication methods

D. Information exchange meetings

E. Joint program planning (prior to contract approval)

F. CETA Advisory Council membership held by the educational institution/prime sponsor

G. CETA-Youth Council membership held by the educational institution/prime sponsor

H. Joint usage of CETA and Education funds for program activities

I. Ongoing program planning meetings (during contracted activities)

J. Joint program evaluation

Barriers to Linkage

A. Communication methods

B. No time or manpower to coordinate

C. Political relationships

D. Lack of appropriate incentives

E. General resistance to change

F. Goal incongruence

G. Inadequate funding

H. Lack of information exchange

I. Planning cycle problems

J. Confusing/conflicting rules and regulations

K. Inadequate technical assistance

L. Turf-vested interests

M. Internal problems (staffing deficiencies or training inadequacies) counterparts. These yes, no, and nonresponses were extrapolated from the interview survey questionnaires. (See Appendixes R and S). The greater the number of "1's" in the linkage activity section, the greater the degree of a possibility of prime sponsors and their educational counterparts having a successful link--via having successful linkages.

Based upon this logic of having a greater proportion of "1's", the Fairfax-Loudoun Consortium and the Fairfax County Public Schools appeared to have more successful linkages, when considering linkage activity, than any other prime sponsor and their educational counterpart. By looking at the other programs, one can determine the success or failure of the linkage activities (see Table 44).

When reviewing the data found in Table 44, where the number 2 is considered the best response, one can see that Prince William County and its educational counterparts are much more realistic when viewing barriers as perceived deterrents to establishing or maintaining successful links and/or linkages.

1. Linkage Activity to Successful CETA/Education Linkages

Both the prime sponsors and their counterparts stated that communication methods were considered to be of primary importance in establishing a link between all parties (see Table 45 for results). Both parties believe "contacts and relationships between you and the Education contact person you deal with in each educational institution/prime sponsor" and "CETA Advisory Council membership held by the institution" were considered to be secondary. Of tertiary importance was the "relationship between school--community

TABLE 45

RESULTS OF SUCCESSFUL LINKACE ACTIVITIES FOUND IN PRIME SPONSOR INTERVIEW AND BOTH EDUCATION INTERVIEW FORMS*

Activity	Type of Linkage	% Scores
A. Contacts and relationship between you and the contact person you deal with in each educational institution/prime sponsor	Behavioral	1 = 92 2 = 4 3 = 4
B. Relationship between school (community college) officials and the CETA agency	Behavioral	1 = 88 2 = 12 3 = 0
C. Communication methods	Communication	1 = 96 2 = 0 3 = 4
D. Information exchange meetings	Communication	1 = 80 2 = 20 3 = 0
E. Joint program planning (prior to contract approval)	Planning	1 = 84 2 = 16 3 = 0
F. CETA Advisory Council membership held by the educational institution/prime sponsor	Planning and Communication	1 = 92 2 = 8 3 = 0
G. CETA-Youth Council membership held by the educational institution/prime sponsor	Planning and Communication	1 = 80 2 = 12 3 = 8
H. Joint usage of CETA and Education funds for program activities	Financial	1 = 84 2 = 8 3 = 8
I. Ongoing program planning meetings (during contracted activities	Programmatic/ Operational	1 = 88 2 = 8 3 = 4
J. Joint program evaluation	Programmatic/ Operational	1 = 60 2 = 36 3 = 4

*Answers Format:

1 = Yes
2 = No
3 = No Response

college--officials and the CETA agency" and "ongoing program planning meetings--during contracted activities."

Apparently the behavioral linkage, which is mentioned twice, seems to be the most important type of linkage. Conceivably, prime sponsor and educational counterpart rapport plays a vital role in establishing and/or maintaining a successful link or a successful behavioral linkage between these parties. It also appears as if financial and structural types of linkages do not interfere with or enhance prime sponsor and counterpart link. Prime sponsors and their counterparts viewed "joint program evaluation" as the linkage activity least likely to be a deterrent in the establishment and/or maintenance of a successful link between prime sponsors and their counterparts.

The prime sponsors perceived as the most important aspects of establishing and/or maintaining successful linkages and links as: 1) "communication methods"; 2) "CETA Advisory Council membership held by the institution"; and 3) "ongoing program planning meetings--during contracted activities" (see Table 46). Of secondary importance they perceived: 1) "contacts and relationships between you and the contact person you deal with in each educational institution/prime sponsor"; 2) "relationship between school-community college-officials and the CETA agency"; 3) "joint program planning prior to contract approval". The prime sponsors noted that "joint program evaluation" was the linkage activity least likely to deter establishing and/or maintaining a successful link.

TABLE 46

RESULTS OF SUCCESSFUL LINKAGE ACTIVITIES FOUND IN PRIME SPONSOR INTERVIEW FORM*

Activity	Type of Linkage	% Scores
A. Contacts and relationship between you and the Education contact person you deal with in each educational institution	Behavioral	1 = 90 2 = 10 3 = 0
B. Relationship between school (community college) officials and the CETA agency	Behavioral	1 = 90 2 = 10 3 = 0
C. Communication methods	Communication	1 =100 2 = 0 3 = 0
D. Information exchange meetings	Communication	1 = 70 2 = 30 3 = 0
E. Joint program planning (prior to contract approval)	Planning	1 = 90 2 = 10 3 = 0
F. CETA Advisory Council membership held by the educational institution	Planning and Communication	1 =100 2 = 0 3 = 0
G. CETA-Youth Council membership held by the educational institution	Planning and Communication	1 = 80 2 = 10 3 = 10
H. Joint usage of CETA and Education funds for program activities	Financial	1 = 90 2 = 0 3 = 10
I. Ongoing program planning meetings (during contracted activities)	Programmatic/ Operational	1 =100 2 = 0 3 = 0
J. Joint program evaluation	Programmatic/ Operational	1 = 60 2 = 40 3 = 0

*Answers Format:

1 = Yes
2 = No
3 = No Response

The educational institutions' (counterpart's) perceptions overlapped the prime sponsor's perceptions in all areas except one (see Table 47). Of primary importance to this group were their perceptions of what types of linkages aid in achieving a successful link between them and the prime sponsors. Their perceptions of primary importance were: "contacts and relationship between you and the prime sponsor with whom you deal" and "communication methods". Of secondary importance were "relationships between school--community college--officials and the CETA agency", "information exchange meetings", and "CETA Advisory Council membership held by the educational institution". These educational institutions also perceived "joint program evaluation" as the linkage activity least likely to be a deterrent to establishing and/or maintaining a successful link.

2. Barriers to Successful CETA/Education Linkages

Upon examining the total group of prime sponsors and counterparts, the group perceived "lack of appropriate incentives" and "turf-vested interests" as being the primary deterrent to establishing and/or maintaining a successful link (see Table 48). Of secondary importance as a barrier, the group noted "inadequate funding." Last, the prime sponsors and counterparts viewed "general resistance to change" and "inadequate technical assistance" as barriers of tertiary importance. Table 49 rank orders the perceived order of these barriers.

The prime sponsors perceived "general resistance to change" and "turf-vested interests" as being the primary barriers to achieving a successful linkage (see Table 50). "Lack of appropriate incentives" and "inadequate technical assistance" were cited as secondary barriers

TABLE 47

RESULTS OF SUCCESSFUL LINKAGE ACTIVITIES FOUND IN EDUCATION INTERVIEW FORM*

Activity	Type of Linkage	% Scores
A. Contacts and relationship between you and the prime sponsor with whom you deal	Behavioral	1 = 93 2 = 0 3 = 7
B. Relationship between school (community college) officials and the CETA agency	Behavioral	1 = 87 2 = 13 3 = 0
C. Communication methods	Communication	1 = 93 2 = 0 3 = 7
D. Information exchange meetings	Communication	1 = 87 2 = 13 3 = 0
E. Joint program planning (prior to contract approval)	Planning	1 = 80 2 = 20 3 = 0
F. CETA Advisory Council membership held by the institution	Planning and Communication	1 = 87 2 = 13 3 = 0
G. CETA-Youth Council membership held by the institution	Planning and Communication	1 = 80 2 = 13 3 = 7
H. Joint usage of CETA and Education funds for program activities	Financial	1 = 80 2 = 13 3 = 7
I. Ongoing program planning meetings (during contracted activities)	Programmatic/ Operational	1 = 80 2 = 13 3 = 7
J. Joint program evaluation	Programmatic/ Operational	1 = 60 2 = 33 3 = 7

*Answers Format:

1 = Yes
2 = No
3 = No Response

TABLE 48

BARRIERS TO LINKAGE FOUND IN PRIME SPONSOR INTERVIEW AND BOTH EDUCATION INTERVIEW FORMS*

Barriers	Type of Linkage	% Scores
A. Communication methods	Communication	1 = 32 2 = 68 3 = 0
B. No time or manpower to coordinate	Programmatic/Operational	1 = 40 2 = 56 3 = 4
C. Political relationships	Behavioral	1 = 40 2 = 60 3 = 0
D. Lack of appropriate incentives	Behavioral	1 = 16 2 = 84 3 = 0
E. General resistance to change	Behavioral	1 = 28 2 = 72 3 = 0
F. Goal incongruence	Policy	1 = 32 2 = 68 3 = 0
G. Inadequate funding	Financial	1 = 20 2 = 76 3 = 4
H. Lack of information exchange	Communication	1 = 32 2 = 68 3 = 0
I. Planning cycle problems	Planning	1 = 56 2 = 44 3 = 0
J. Confusing/conflicting rules and regulations	Policy	1 = 48 2 = 52 3 = 0
K. Inadequate technical assistance	Communication	1 = 28 2 = 72 3 = 0

TABLE 48 continued

Barriers	Type of Linkage	% Scores
L. Turf-vested interests	Structural	1 = 16 2 = 84 3 = 0
M. Internal problems (staffing deficiencies or training inadequacies)	Programmatic/Operational	1 = 32 2 = 68 3 = 0

*Answers Format:

1 = Yes
2 = No
3 = No Response

TABLE 49

RANK ORDER OF PERCEIVED BARRIERS-- PRIME SPONSORS AND THEIR EDUCATIONAL COUNTERPARTS

	Barriers	Rank Order*
A.	Communication methods	4
B.	No time or manpower to coordinate	6
C.	Political relationships	5
D.	Lack of appropriate incentives	1
E.	General resistance to change	3
F.	Goal incongruence	4
G.	Inadequate funding	2
H.	Lack of information exchange	4
I.	Planning cycle problems	8
J.	Confusing/conflicting rules and regulations	7
K.	Inadequate technical assistance	3
L.	Turf-vested interests	1
M.	Internal problems (staffing deficiencies or training inadequacies)	4

*Rank Order Coding

1 = highest ranking
8 = lowest ranking

TABLE 50

BARRIERS TO LINKAGE FOUND IN THE PRIME SPONSOR INTERVIEW FORM*

Barriers	Type of Linkage	% Scores
A. Communication methods	Communication	1 = 40 2 = 60 3 = 0
B. No time or manpower to coordinate	Programmatic/Operational	1 = 40 2 = 60 3 = 0
C. Political relationships	Behavioral	1 = 50 2 = 50 3 = 0
D. Lack of appropriate incentives	Behavioral	1 = 30 2 = 70 3 = 0
E. General resistance to change	Behavioral	1 = 20 2 = 80 3 = 0
F. Goal incongruence	Policy	1 = 60 2 = 40 3 = 0
G. Inadequate funding	Financial	1 = 30 2 = 70 3 = 0
H. Lack of information exchange	Communication	1 = 50 2 = 50 3 = 0
I. Planning cycle problems	Planning	1 = 60 2 = 40 3 = 0
J. Confusing/conflicting rules and regulations	Policy	1 = 50 2 = 50 3 = 0
K. Inadequate technical assistance	Communication	1 = 30 2 = 70 3 = 0

TABLE 50 continued

Barriers	Type of Linkage	% Scores
L. Turf-vested interests	Structural	1 = 20 2 = 80 3 = 0
M. Internal problems (staffing deficiencies or training inadequacies)	Programmatic/Operational	1 = 40 2 = 60 3 = 0

*Answers Format:

1 = Yes
2 = No
3 = No Response

to achieving a successful link. Table 51 rank orders the perceived order of these barriers.

The "lack of appropriate incentives" barrier was perceived by the educational institutions as the primary deterrent to achieving a successful link (see Table 52). Seen as secondary barriers were "goal incongruence" and "turf-vested interests". Last, "inadequate funding" and "lack of information exchange" were seen by this group as tertiary barriers. Table 53 rank orders the perceived order of these barriers.

"Confusing and conflicting rules and regulations" were perceived by the total group--prime sponsors and educational instiuttions--as being the barrier that was least likely to be a barrier to achieving a successful link. This information appears to be contrary to the narratives on the different prime sponsors and their educational counterparts (see Appendix T).

3. Determined Weight Codes on Linkage Activities and Barriers/ Linkage Activity and Barriers Weighted Averages

After carefully examining the codes used in Tables 54 and 55 and their respective percentages found in Table 56, those programs more likely to be a successful link were determined. Within the methodology section was mentioned that the linkage activities and the barriers were assigned arbitrary weights. Successful links were those prime sponsors/educational counterparts that utilized more than one type of linkage activity simultaneously. If a prime sponsor and its educational counterpart has a high average point value (95 points was considered a perfect score), then there is a higher probability

TABLE 51

RANK ORDER OF PERCEIVED BARRIERS-- PRIME SPONSORS

Barriers	Rank Order*
A. Communication methods	3
B. No time or manpower to coordinate	3
C. Political relationships	4
D. Lack of appropriate incentives	2
E. General resistance to change	1
F. Goal incongruence	5
G. Inadequate funding	2
H. Lack of information exchange	4
I. Planning cycle problems	5
J. Confusing/conflicting rules and regulations	4
K. Inadequate technical assistance	2
L. Turf-vested interests	1
M. Internal problems (staffing deficiencies or training inadequacies	3

*Rank Order Coding

1 = highest ranking
2 = lowest ranking

TABLE 52

BARRIERS TO LINKAGES FOUND IN THE EDUCATION INTERVIEW FORM*

Barriers	Type of Linkage	% Scores
A. Communication methods	Communication	1 = 27 2 = 73 3 = 0
B. No time or manpower to coordinate	Programmatic/Operational	1 = 40 2 = 53 3 = 7
C. Political relationships	Behavioral	1 = 33 2 = 67 3 = 0
D. Lack of appropriate incentives	Behavioral	1 = 7 2 = 93 3 = 0
E. General resistance to change	Behavioral	1 = 33 2 = 67 3 = 0
F. Goal incongruence	Policy	1 = 13 2 = 87 3 = 0
G. Inadequate funding	Financial	1 = 13 2 = 80 3 = 7
H. Lack of information exchange	Communication	1 = 20 2 = 80 3 = 0
I. Planning cycle problems	Planning	1 = 53 2 = 47 3 = 0
J. Confusing/conflicting rules and regulations	Policy	1 = 47 2 = 53 3 = 0
K. Inadequate technical assistance	Communication	1 = 27 2 = 73 3 = 0

TABLE 52 continued

Barriers	Type of Linkage	% Scores
L. Turf-vested interests	Structural	1 = 13 2 = 87 3 = 0
M. Internal problems (staffing deficiencies or training inadequacies	Programmatic/Operational	1 = 27 2 = 73 3 = 0

*Answers Format:

1 = Yes
2 = No
3 = No Response

TABLE 53

RANK ORDER OF PERCEIVED BARRIERS-- EDUCATIONAL INSTITUTIONS

Barriers	Rank Order*
A. Communication methods	4
B. No time or manpower to coordinate	6
C. Political relationships	5
D. Lack of appropriate incentives	1
E. General resistance to change	5
F. Goal incongruence	2
G. Inadequate funding	3
H. Lack of information exchange	3
I. Planning cycle problems	7
J. Confusing/conflicting rules and regulations	6
K. Inadequate technical assistance	4
L. Turf-vested interests	2
M. Internal problems (staffing deficiencies or training inadequacies	4

*Rank Order Coding

1 = highest ranking
2 = lowest ranking

TABLE 54

DETERMINED WEIGHT CODES

Linkage Activity	Weight Code Code = Points
A. Contacts and relationship between you and the prime sponsor with whom you deal/Contacts and relationship between you and the Education contact person you deal with in each educational institution	1 = 15 2 = 1 3 = 0
B. Relationship between school (community college) officials and the CETA agency	1 = 10 2 = 1 3 = 0
C. Communication methods	1 = 20 2 = 1 3 = 0
D. Information exchange meetings	1 = 5 2 = 1 3 = 0
E. Joint program planning (prior to contract approval)	1 = 5 2 = 1 3 = 0
F. CETA Advisory Council membership if held by your institution/CETA Advisory Council membership if held by the educational institution	1 = 15 2 = 1 3 = 0
G. CETA-Youth Council membership held by the educational institution	1 = 5 2 = 1 3 = 0
H. Joint usage of CETA and Education funds for program activities	1 = 5 2 = 1 3 = 0
I. Ongoing program planning meetings (during contracted activities)	1 = 10 2 = 1 3 = 0
J. Joint program evaluation	1 = 5 2 = 1 3 = 0

TABLE 55

DETERMINED WEIGHT CODES

Barriers to Linkage	Weight Code Code = Points
A. Communication methods	1 = 1 2 = 5 3 = 0
B. No time or manpower to coordinate	1 = 1 2 = 5 3 = 0
C. Political relationships	1 = 1 2 = 5 3 = 0
D. Lack of appropriate incentives	1 = 1 2 = 20 3 = 0
E. General resistance to change	1 = 1 2 = 15 3 = 0
F. Goal incongruence	1 = 1 2 = 5 3 = 0
G. Inadequate funding	1 = 1 2 = 10 3 = 0
H. Lack of information exchange	1 = 1 2 = 5 3 = 0
I. Planning cycle problems	1 = 10 2 = 1 3 = 0
J. Confusing/conflicting rules and regulations	1 = 1 2 = 5 3 = 0

TABLE 55 continued

Barriers to Linkage	Weight Code Code = Points
K. Inadequate technical assistance	1 = 1 2 = 10 3 = 0
L. Turf-vested interests	1 = 1 2 = 20 3 = 0
M. Internal problems (staffing deficiencies or training inadequacies)	1 = 1 2 = 5 3 = 0

TABLE 56

SUCCESSFUL LINKAGE AND BARRIERS WEIGHTING CHART *

Organizations		Linkage Activities											Barriers to Linkages													
A. CONSORTIA		A	B	C	D	E	F	G	H	I	J	TOTAL WEIGHT	A	B	C	D	E	F	G	H	I	J	K	L	M	TOTAL WEIGHT
Prime Sponsor	**LEA**																									
*Fairfax-Loudoun Consortium***	**Fairfax County Public Schools**	*15*	*10*	*20*	*5*	*5*	*15*	*5*	*5*	*10*	*5*	*95*	*5*	*5*	*5*	*20*	*15*	*1*	*10*	*5*	*1*	*1*	*10*	*1*	*5*	*84*
		15	10	20	5	5	15	5	5	10	5	95	5	5	5	20	15	5	10	5	1	5	10	20	5	111
Henrico-Chesterfield-Hanover Consortium	**Henrico County School District**	*15*	*10*	*20*	*5*	*5*	*15*	*5*	*5*	*10*	*5*	*95*	*1*	*5*	*1*	*20*	*15*	*1*	*10*	*1*	*1*	*1*	*10*	*20*	*5*	*91*
		15	10	20	5	5	15	5	1	10	5	91	5	5	5	20	15	5	10	5	10	1	10	20	5	116
Richmond Area Manpower Planning System	**Richmond Public School System**	*15*	*10*	*20*	*1*	*5*	*15*	*5*	*0*	*10*	*5*	*86*	*1*	*1*	*1*	*20*	*15*	*5*	*1*	*1*	*10*	*1*	*1*	*20*	*1*	*78*
		15	10	0	5	1	15	5	5	10	5	71	5	5	5	20	1	1	10	5	10	1	10	20	5	98
Prime Sponsor	**Community College**																									
Peninsula Office of Manpower	**Thomas Nelson Community College**	*1*	*10*	*20*	*1*	*5*	*15*	*5*	*5*	*10*	*1*	*73*	*5*	*5*	*5*	*1*	*15*	*5*	*10*	*1*	*10*	*5*	*10*	*20*	*5*	*97*
		15	10	20	5	5	15	5	5	10	1	91	5	5	5	20	1	1	10	5	10	1	10	20	1	94
Southeastern Tidewater Area Manpower Authority	**Tidewater Community College**	*15*	*10*	*20*	*5*	*5*	*15*	*1*	*5*	*10*	*1*	*87*	*5*	*5*	*5*	*20*	*1*	*5*	*10*	*5*	*10*	*5*	*10*	*20*	*5*	*100*
		15	10	20	5	5	15	5	5	10	5	95	5	5	5	1	15	1	1	1	1	5	1	20	5	66

TABLE 56 continued

Organizations		Linkage Activities											Barriers to Linkages													
B. CITY		A	B	C	D	E	F	G	H	I	J	TOTAL WEIGHT	A	B	C	D	E	F	G	H	I	J	K	L	M	TOTAL WEIGHT
Prime Sponsor	**LEA**																									
City of Alexandria	City of Alexandria Public Schools	*15*	*1*	*20*	*1*	*5*	*15*	*5*	*5*	*10*	*5*	*82*	*5*	*1*	*5*	*20*	*15*	*1*	*10*	*5*	*10*	*5*	*10*	*20*	*1*	*108*
		15	10	20	5	5	15	5	5	10	5	95	5	1	5	20	15	5	10	5	1	5	10	20	5	107
C. COUNTY																										
Prime Sponsor	**LEA**																									
Arlington County	Arlington County Vocational Career Center	*15*	*10*	*20*	*5*	*1*	*15*	*5*	*5*	*10*	*5*	*91*	*5*	*5*	*1*	*20*	*15*	*5*	*1*	*5*	*10*	*5*	*10*	*20*	*5*	*107*
		15	10	20	5	5	15	5	5	10	1	91	5	5	1	20	15	5	1	5	1	5	10	20	5	98
Prime Sponsor	**Community College**																									
Prince William County	Northern Virginia Community College-Grant Development	*15*	*10*	*20*	*5*	*5*	*15*	*5*	*5*	*10*	*5*	*95*	*5*	*5*	*5*	*20*	*1*	*1*	*10*	*5*	*1*	*5*	*10*	*20*	*5*	*93*
		15	10	20	5	5	15	5	1	10	5	91	5	5	5	20	15	5	10	5	1	5	10	20	5	111
Prince William County	Northern Virginia Community College-Secretarial Science Program	*15*	*10*	*20*	*5*	*5*	*15*	*5*	*5*	*10*	*5*	*95*	*5*	*5*	*5*	*20*	*1*	*1*	*10*	*5*	*1*	*5*	*10*	*20*	*5*	*93*
		15	10	20	5	5	15	1	1	10	5	87	5	5	5	20	15	5	10	5	1	5	10	20	5	111

TABLE 56 continued

Organizations		Linkage Activities											Barriers to Linkages													
Prime Sponsor	Skills Center	A	B	C	D	E	F	G	H	I	J	TOTAL WEIGHT	A	B	C	D	E	F	G	H	I	J	K	L	M	TOTAL WEIGHT
Arlington County	Arlington County Manpower Skills Center	*15* 15	*10* 10	*20* 20	*5* 5	*1* 5	*15* 15	*5* 5	*5* 5	*10* 10	*5* 5	*91* 95	*5* 5	*5* 1	*1* 5	*20* 20	*15* 15	*5* 5	*1* 10	*5* 5	*10* 10	*5* 5	*10* 10	*20* 20	*5* 1	*107* 112
D. **BALANCE OF STATE**																										
Prime Sponsor	LEA																									
ROC IV - Harrisonburg	Bath County Public Schools	*15* 15	*10* 10	*20* 20	*5* 1	*5* 5	*15* 1	*5* 5	*5* 5	*10* 1	*1* 5	*91* 68	*5* 5	*5* 1	*5* 5	*1* 20	*1* 1	*1* 5	*10* 10	*5* 5	*10* 10	*5* 1	*10* 1	*20* 20	*5* 5	*83* 89
ROC IV - Harrisonburg	Charlottesville Public School System	*15* 15	*10* 10	*20* 20	*5* 5	*5* 5	*15* 15	*5* 1	*5* 5	*10* 10	*1* 1	*91* 87	*5* 5	*5* 5	*5* 5	*1* 20	*1* 15	*1* 5	*10* 10	*5* 5	*10* 1	*5* 5	*10* 10	*20* 20	*5* 5	*83* 111
ROC IV - Harrisonburg	Page County Job Placement Office	*15* 15	*10* 1	*20* 20	*5* 5	*5* 1	*15* 15	*5* 5	*5* 5	*10* 1	*1* 1	*91* 69	*5* 5	*5* 1	*5* 5	*1* 20	*1* 15	*1* 5	*10* 10	*5* 1	*10* 10	*5* 5	*10* 10	*20* 20	*5* 5	*83* 112
ROC IV - Harrisonburg	City of Winchester and Clarke and Frederick Counties	*15* 15	*10* 1	*20* 20	*5* 1	*5* 1	*15* 15	*5* 5	*5* 5	*10* 10	*1* 1	*91* 74	*5* 1	*5* 5	*5* 1	*1* 1	*1* 1	*1* 5	*10* 10	*5* 1	*10* 10	*5* 1	*10* 1	*20* 20	*5* 5	*83* 62

TABLE 56 continued

Organizations		Linkage Activities											Barriers to Linkages													
Prime Sponsor	Community College	A	B	C	D	E	F	G	H	I	J	TOTAL WEIGHT	A	B	C	D	E	F	G	H	I	J	K	L	M	TOTAL WEIGHT
ROC II - Roanoke	Patrick Henry Community College	*15*	*10*	*10*	*5*	*5*	*15*	*0*	*5*	*10*	*1*	*86*	*1*	*1*	*1*	*20*	*15*	*5*	*10*	*1*	*10*	*1*	*1*	*20*	*1*	*87*
		0	10	20	5	5	15	0	0	0	0	55	1	0	1	20	15	0	10	1	10	1	1	20	5	85

*Coding:

Yes = 1
No = 2
No Response = 3

**Italics type denotes prime sponsors.
Prestige Elite type denotes LEA's Community Colleges, or Skills Centers

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Linkage Activity	Barriers to Linkage
A. Contacts and relationships between you and the contact person you deal with in each educational institution/prime sponsor	A. Communication methods
	B. No time or manpower to coordinate

TABLE 56continued

Linkage Activity	Barriers to Linkage
B. Relationship between school (community college) officials and the CETA agency	C. Political relationships D. Lack of appropriate incentives
C. Communication methods	E. General resistance to change
D. Information exchange meetings	F. Goal incongruence
E. Joint program planning (prior to contract approval)	G. Inadequate funding
	H. Lack of information exchange
F. CETA Advisory Council membership held by the educational institution/prime sponsor	I. Planning cycle problems
G. CETA-Youth Council membership held by the educational institution/prime sponsor	J. Confusing/conflicting rules and regulations K. Inadequate technical assistance
H. Joint usage of CETA and Education funds for program activities	L. Turf-vested interests
I. Ongoing program planning meetings (during contracted activities)	M. Internal problems (staffing deficiencies or training inadequacies
J. Joint program evaluation	

that they are having a successful link. Thus such a prime sponsor/ educational counterpart is utilizing most of its linkage mechanisms. Upon looking at Table 57, the Fairfax-Loudoun County Public School's link could be considered as a successful link because they demonstrated that they have all the various types of linkage activities operating simultaneously. By examining this table, some prime sponsors and their counterparts clearly are considered more successful than others. Moreover, prime sponsors who had more than one link (educational counterpart) may have a more successful link with one particular educational counterpart than with others it is involved with. The rationale for such an occurrence may be because they lack a behavioral or communication type of linkage in that other prime sponsor/educational counterpart link.

In considering barriers (see Table 56) perceptions, and not actual occurrences, were examined. The higher the average point value (120 points was considered a perfect score), the more realistic the administrators' viewpoint of what are considered actual barriers that may impede the occurrence of successful linkage activities. Some administrators may not view many of these barriers as actual barriers because they have been able to circumvent them, therefore, removing them as actual barriers. These administrators may circumvent these barriers by utilizing informal methods of communications. Upon looking at Table 58, the Arlington County/Arlington County Manpower Skills Center could be assumed to have the most realistic outlook as to what barriers are actual deterrents to having a successful

TABLE 57

LINKAGE ACTIVITY WEIGHTED AVERAGES

Prime Sponsor and its Counterpart	Average Weight (Points)	
Fairfax-Loudoun Consortium/	95	= 95.00
Fairfax County Public Schools	95	
Henrico-Chesterfield-Hanover Consortium/	95	= 93.00
Henrico County School District	91	
Richmond Area Manpower Planning System/	86	= 78.50
Richmond Public School System	71	
Southeastern Tidewater Area Manpower Authority/	87	= 91.00
Tidewater Community College	95	
Peninsula Office of Manpower/	73	= 82.00
Thomas Nelson Community College	91	
City of Alexandria/	82	= 88.50
City of Alexandria Public Schools	95	
Arlington County/	91	= 91.00
Arlington County Vocational Career Center	91	

TABLE 57 continued

Prime Sponsor and its Counterpart	Average Weight (Points)	
Prince William County/	95	= 93.00
Northern Virginia Community College-Grant Development	91	
Prince William County/	95	= 91.00
Northern Virginia Community College-Secretarial Science Program	87	
Arlington County/	91	= 93.00
Arlington County Manpower Skills Center	95	
ROC IV-Harrisonburg/	91	= 79.50
Bath County Public Schools	68	
ROC IV-Harrisonburg/	91	= 89.00
Charlottesville Public School System	87	
ROC IV-Harrisonburg/	91	= 80.00
Page County Job Placement Office	69	
ROC IV-Harrisonburg/	91	= 82.50
City of Winchester and Clarke and Frederick Counties	74	
ROC II-Roanoke/	86	= 70.50
Patrick Henry Community College	55	

TABLE 58

BARRIERS WEIGHTED AVERAGES

Prime Sponsor and its Counterpart	Average Weight (Points)	
Fairfax-Loudoun Consortium/	84	= 97.50
Fairfax County Public Schools	111	
Henrico-Chesterfield-Hanover Consortium/	91	= 103.50
Henrico County School District	116	
Richmond Area Manpower Planning System/	78	= 88.00
Richmond Public School System	98	
Southeastern Tidewater Area Manpower Authority/	106	= 86.00
Tidewater Community College	66	
Peninsula Office of Manpower/	97	= 95.50
Thomas Nelson Community College	94	
City of Alexandria/	108	= 107.50
City of Alexandria Public Schools	107	
Arlington County/	107	= 102.50
Arlington County Vocational Career Center	98	

TABLE 58 continued

Prime Sponsor and its Counterpart	Average Weight (Points)	
Prince William County/	93	= 102.00
Northern Virginia Community College-Grant Development	111	
Prince William County	93	= 102.00
Northern Virginia Community College-Secretarial Science Program	111	
Arlington County/	107	= 109.50
Arlington County Manpower Skills Center	112	
ROC IV-Harrisonburg/	83	= 86.00
Bath County Public Schools	89	
ROC IV-Harrisonburg/	83	= 97.00
Charlottesville Public School System	111	
ROC IV-Harrisonburg/	83	= 97.50
Page County Job Placement Office	112	
ROC IV-Harrisonburg/	83	= 72.50
City of Winchester and Clarke and Frederick Counties	62	
ROC II-Roanoke	87	= 86.00
Patrick Henry Community College	85	

link. But this particular prime sponsor and its educational counterpart might also not consider these particular barriers as barriers because circumvention may be occurring. If one examines Table which was concerned with linkage activity averages, one can note that the Arlington County/Arlington County Manpower Skills Center was actually considered to be quite a successful link in the area of linkage activities.

PART FOUR

RECOMMENDATIONS

PART FOUR

RECOMMENDATIONS

I. General Recommendations for Increasing Successful Linkage Activities and Creating Successful Links

Upon reviewing the narratives (see Appendix T), many ways have been found to build "successful links" and "successful linkages". Listed below are some recommendations that possibly may build a more constructive CETA/Education system. These recommendations are considered by linkage areas, i.e., behavioral, communication, planning, policy, programmatic/operational, financial and structural. In addition, the linkages are ranked in order of importance. A model of these linkages is shown in Figure 1. Throughout these recommendations, there are many overlapping ideas.

A. Behavioral Linkage

To ensure the possibility of this type of linkage occurring, prime sponsors and their educational counterparts need to accomplish the following:

1. To have a congruency or commonality of goals between each other.

   Action Suggested: All parties would do their planning (goal and objective setting) collaboratively at the same time.

2. To establish good rapport (usually compatible personalities) between the parties.

   Action Suggested: All parties should be actually involved in cooperative behavior when coordinating their activities.

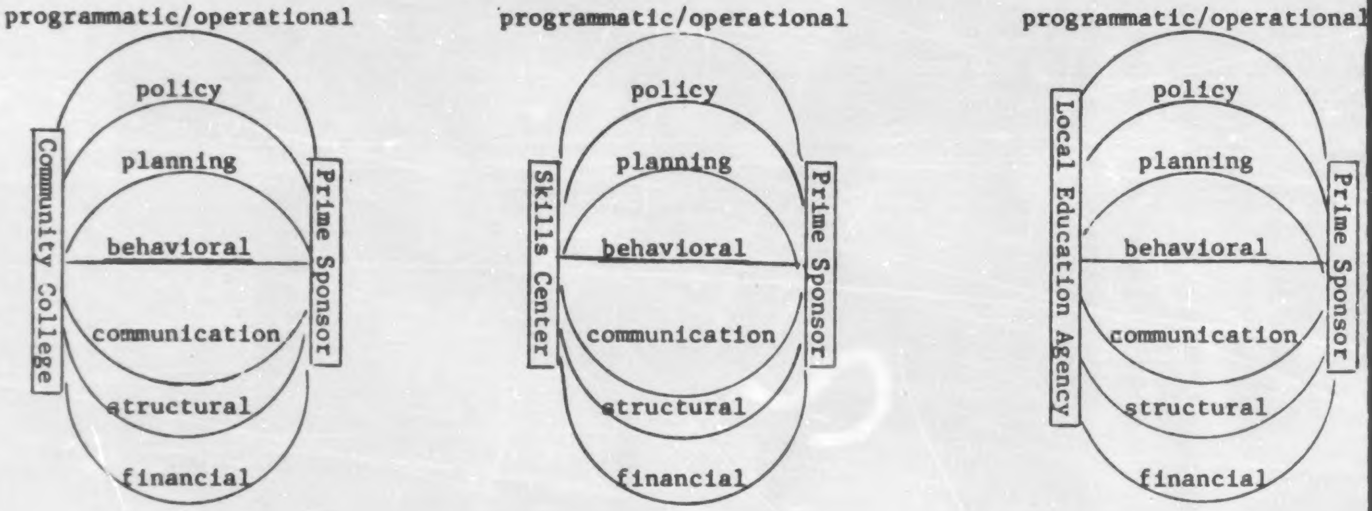
programmatic/operational
policy
planning
behavioral
communication
structural
financial
Community College
Prime Sponsor
programmatic/operational
policy
planning
behavioral
communication
structural
financial
Skills Center
Prime Sponsor
programmatic/operational
policy
planning
behavioral
communication
structural
financial
Local Education Agency
Prime Sponsor

Figure 1 - Linkage Models.

3. To reduce provincial attitudes or eliminate provincial attitudes between the parties.

   Action Suggested: The GETC should offer workshops that would accent the theme of "cooperation and coordination" between the parties. Such workshops have been planned by the GETC in both FY 1979 and FY 1980.

4. To reduce or eliminate resistance to change between the parties.

   Action Suggested: The GETC should offer workshops or hire consultants to train all parties in cooperative and coordinative behavior with these CETA projects.

5. To develop personal commitments by each party to joint projects so that these links truly succeed.

   Action Suggested: The GETC should sponsor workshops to develop and instill commitment by all parties to the overall goals of these CETA projects.

6. To require the prime sponsors to meet with its links as often as possible, and not on an "as needed" basis.

   Action Suggested: The GETC should mandate regular meetings for all prime sponsors and their educational counterparts to discuss project progress. The regularity of such meetings would depend upon the importance, size, and value of the project. For example, on important projects, the prime sponsor and its educational counterpart probably should meet weekly.

7. To request that both parties interact in formal, as well as informal situations.

   Action Suggested: The GETC should require that all parties meet formally on a regular basis, depending upon the importance of the project, and should request that they meet informally as often as possible to ensure the possibility of establishing a cooperative working relationship. As noted in Item 6, regularity of meeting would depend upon the importance, size and value of the project.

B. Communication Linkage

The following recommendations are provided as guidelines to allow both parties a conception of what they may need to accomplish so that the communication linkage will operate. These recommendations are:

1. To provide clearly communicated guidelines and assistance in adhering to those guidelines so that the guidelines are understood by each party.

   Action Suggested: The GETC should clarify guidelines and provide assistance to all parties that would aid them in adhering to these guidelines.

2. To require that both parties serve as active members on an active advisory council.

   Action Suggested: The GETC should require all prime sponsors and their educational counterparts to serve as active members on advisory councils---employment and training planning advisory councils and vocational education advisory councils.

3. To encourage administrators to function as boundary spanners. These boundary spanners are used to secure information and establish an informal communications system.

   Action Suggested: The GETC should encourage all prime sponsors and their educational counterparts to become boundary spanners in as many ways as possible---joint committees, joint projects, coordinative liaison positions inside both structures, etc.

4. To establish a committee (of prime sponsors and their counterparts) to coordinate and channel all formal and informal communications.

   Action Suggested: The GETC should require all prime sponsors and their educational counterparts to establish a formal committee that would have the primary purpose of channeling all formal communications. Informal communications should be recommended at the same levels of the organization and between similar types of work in the organizations.

C. Planning Linkage

To ensure that this linkage prevails between the prime sponsor and its educational counterpart, the following may need to be accomplished:

1. To define and delineate all geographic problems between the parties.

Action Suggested: The GETC should outline specific geographic jurisdictions of all prime sponsors and their educational counterparts. Presently, there seems to be some overlap in some jurisdictions.

2. To eliminate duplication of services.

   Action Suggested: To ensure that this does occur, prime sponsors need to work closely with GETC officials and vocational education officials at the state level. Presently, there is duplication throughout the Commonwealth of Virginia.

3. To create active advisory councils that serve as a planning and coordinating tool.

   Action Suggested: The GETC should require all planning districts to have active advisory councils which meet regularly. Depending upon the importance of the project, these regular meetings may be as often as four times monthly.

4. To involve both parties in planning prior to the initiation of CETA programs.

   Action Suggested: The GETC should require all parties to be actively involved in planning prior to program initiation.

5. To implement joint ongoing planning efforts and coordinate them effectively.

   Action Suggested: The GETC should encourage all parties to implement joint ongoing planning efforts. Ongoing planning should occur at least twice per month.

D. Policy Linkage

To ensure the possibility of the policy linkage occurring, the prime sponsors and their educational counterparts need to accomplish the following:

1. To have congruent or common goals.

   Action Suggested: Prime sponsors and their educational counterparts should establish some type of organizational structure to create congruent and common goals and objectives between the two parties. This may involve an equally balanced task force to determine those common goals.

2. To provide clear guidelines relating to goals and objectives, and to have each party assist each other in adhering to those guidelines.

   Action Suggested: The GETC should provide clear policy guidelines. And it should assist prime sponsors and their educational counterparts in adhering to those guidelines. Workshops should be conducted to accomplish this objective.

E. Programmatic/Operational Linkage

To ensure that this type of linkage prevails among each of these parties (prime sponsor and its educational counterpart), the following need to occur:

1. To reduce all internal problems of these parties.

   Action Suggested: All prime sponsors and their educational counterparts need to reduce internal problems. One suggested solution would be to hire behavioral specialists to design programs to alter internal frictions and to reduce conflict within and between organizations.

2. To train both parties to interpret the rules and regulations concerning the operation of CETA projects in similar fashion.

   Action Suggested: The GETC should sponsor workshops that would train all parties in how to interpret the rules and regulations concerning the operation of their projects.

3. To have both parties provide appropriate time and personnel to coordinate all inter-party activities.

   Action Suggested: All parties should attempt to solicit sufficient personnel through funding to coordinate adequately these activities.

4. To create boundary spanning.

   Action Suggested: All parties should encourage boundary spanning within and between their respective agencies.

5. To request that both parties provide reasonable access to programs for their participants.

   Action Suggested: All parties should establish similar guidelines for entry into programs. Guidelines should be uniform among all prime sponsors and educational counterparts.

F. Financial Linkage

The financial linkage is important, but it does not seem to be critical to establishing a successful link among the parties. Therefore, the recommendations that follow are few in number. These recommendations are:

1. To provide financial rewards operating as incentives to cooperate and coordinate among parties.

   Action Suggested: The GETC should award extra monies to those parties that foster cooperative and coordinative efforts. The Governor has discretionary funds that could be used for this purpose. Clearly, stringent criteria would have to be established for the evaluation of these rewards.

2. To have the exact funding and planning cycles occurring among the parties.

   Action Suggested: The GETC should recommend to the Governor that the education system's funding should coincide with the federal funding cycle.

G. Structural Linkage

To ensure the possibility of this type of linkage occurring, prime sponsors and their educational counterparts need to accomplish the following:

1. To eliminate or reduce turf protection by all parties.

   Action Suggested: The GETC should define the geographic dimension of each party's jurisdiction. Furthermore, the GETC should sponsor workshops that foster coordination among the parties.

2. To define and delineate all role differentiations for all parties.

   Action Suggested: The GETC should define and delineate all role differentiations among all parties. This can be done through a guideline format.

3. To allow all parties to obtain outreach authority.

   Action Suggested: The GETC should define clearly and encourage outreach authority among all parties.

4. To encourage all parties to reduce their bureaucratic structure.

   Action Suggested: The GETC should be actively involved in reducing the number of administrators and increasing the number of staff. These staff members will actually carry out the program implementation.

H. Summary

If the prime sponsors and their educational counterparts wish to achieve a successful link, they must attempt to obtain success with at least five-out-of-seven linkages. Only through following the above recommendations will they be able to achieve "successful linkages," and ultimately obtain a "successful link."

II. General Recommendations for Increasing Linkage Activities and Barriers

From the narratives found within Part Three, several recommendations based upon the needs of the prime sponsors and their educational counterparts were drafted. Listed below are the problems the prime sponsors and their educational counterparts encountered, as well as potential solutions to these problems:

A. State Government Recommendations

1. Advisory Councils - This study found that advisory councils play a crucial part in helping prime sponsors and their educational counterparts achieve successful links. Therefore, the GETC should establish a mandatory ruling that all chief administrators of CETA projects and prime sponsors become members of their local manpower advisory councils and local youth advisory councils.

2. Poor technical assistance - It was a general consensus of the prime sponsors and their counterparts that they have not been receiving enough technical assistance.

   a. The GETC needs to accommodate their fund recipients in a much more encompassing fashion than before.

   b. The GETC could also consider, through this technical assistance plan, assistance to prime sponsors and their educational counterparts in planning efforts.

   c. The GETC needs to increase the number of workshops so that the CETA/Education personnel may become much more knowledgeable about how to operate their programs efficiently and effectively.

   d. The GETC also must make sure that all regional operational center administrators are effective liaison officers.

   e. The GETC needs to provide better labor market information. The GETC has already taken steps through several projects to improve labor market information.

   f. The suggestion that there should be a greater level of information exchange at the local and state levels was made.

3. Insufficient funding cycle - In order to achieve maximization of CETA personnel and resources, all CETA grants should be for two or three years and not the current one-year limit.

4. Conflicting rules and regulations - The recommendations are:

   a. The GETC should appoint a committee to examine current CETA rules and regulations.

   b. After examining these rules and regulations, the GETC should define and clarify all terminology.

   c. The GETC should utilize these rules and regulations in Virginia.

   d. The GETC should make sure that these rules and regulations are congruent with federal and state rules and regulations.

   e. The GETC should also avoid changing these rules and regulations so frequently.

5. Voluminous and redundant paperwork - The recommendations are:

   a. All federal and state forms should be examined carefully for duplication.

   b. A committee should be formed to do such a job.

   c. After this committee has examined these forms, they should be empowered with the responsibility of devising the appropriate number of forms to accurately reflect the information needed from the prime sponsors and their counterparts.

6. Future proposal - The recommendations are:

   a. The GETC should make much better efforts to advertise the availability of CETA funds.

   b. The GETC should operate effective proposal workshops, thus producing expertise in the area of proposal writing among all interested parties.

   c. The GETC should also increase the lead time for submission of proposals. To accomplish this, we suggest that interested parties be given a lead time of at least two months.

7. Current school funding cycle - Since problems do exist over the current state funding cycle and the federal funding cycle, it is suggested that the educational funding cycle be matched with the federal funding cycle.

8. Duplication of services - The GETC needs to reduce the duplication of services in all prime sponsor geographical areas. Someone at the GETC level needs to be appointed to oversee the possible duplication of services.

9. Poor personnel and facilities - The GETC should always make sure that when they fund CETA programs, there is sufficient personnel and adequate facilities to carry out all programs. It has been the reaction of the prime sponsors and their educational counterparts that Virginia is not currently doing a very good job of this. Prime sponsors and their educational counterparts believe that the GETC needs to increase their projects' funding for internal administrative duties.

10. Community colleges - The GETC also needs to assist community colleges in setting their goals and objectives for students so that they are congruent with CETA's goals and objectives. Currently, there appears to be conflict over degree versus non-degree student status.

11. Lack of information clearinghouse for programs - The prime sponsors and their educational counterparts expressed a desire to have an information clearinghouse for programs established. This information clearinghouse would be responsible for keeping current records and data on all programs in Virginia. This, in turn, would allow programs in the State to locate other programs in the State, who have similar programs.

12. Poor public image - The recommendations are:

    a. Since CETA's past has not been blemish-free, efforts need to be made at the state level to create a better public image for CETA.

    b. The GETC also needs to devise ways to encourage support, through public relation efforts, from local school officials, private industries, and CBO's.

    (See Table 43, "Characteristics of Successful CETA/Education Linkages Found Within Virginia").

B. Prime Sponsors and Their Educational Counterparts

1. Non-involvement or non-membership with advisory councils - All prime sponsor administrators and their educational counterpart administrators need to be active members on all local CETA advisory councils and CETA youth councils.

    Action Suggested: The GETC should require that all these administrators be on advisory councils---prime sponsors and vocational education.

2. Lack of communication - Both parties (prime sponsors and their educational counterparts) need to be encouraged to interact more on an informal and formal basis. It appears as if this behavioral and communication linkage is the key to establishing and maintaining a successful link between these parties.

    Action Suggested: The GETC should require all parties to formally meet regularly. Regular meetings would depend upon the importance, size and value of the project or effort involved.

3. Lack of joint planning - All parties need to be jointly active in participating with ongoing planning efforts

concerning CETA projects. There must be constant planning efforts coordinated between prime sponsors and their educational counterparts.

Action Suggested: The GETC should encourage all parties to implement joint ongoing planning efforts. Ongoing planning should occur at least twice per month.

4. Nonuse of "contact" persons - Both parties need to establish a "contact" person with all agencies, private businesses, and institutions that they work with.

5. Ineffective programs - Prime sponsors and their educational counterparts need to design more effective programs for their clientele and local markets. In any one geographical area, all parties need to be aware of present duplication of services.

6. Nonuse of boundary spanners - Greater emphasis needs to be placed upon prime sponsor administrators and their educational counterpart administrators functioning as boundary spanners. It appears as if boundary spanners played a great role in establishing links among all concerned parties.

(See Table 43, "Characteristics of Successful CETA/Education Linkages Found Within Virginia").

III. Recommendations Elicited from Form A

The following recommendations have been elicited from the data analysis from Form A. Form A was the survey questionnaire that was sent to educational institutions that had CETA programs. The proposed recommendations are as follows:

A. To have improved communications between parties operating similar types of ESEA programs. To eliminate or reduce communication problems the GETC should take the following steps:

Action Suggested:

1. Create a clearinghouse that would funnel information to all ESEA programs.

2. Devise a directory listing of the LEA's offering ESEA programs, thus allowing ESEA programs to communicate with each other directly.

B. To continue to fund ESEA programs. It appeared as if these programs are well received by the public.

C. [illegible] continue to fund various CETA programs.

Action Suggested:

1. GETC needs to continue to fund summer youth programs, programs for "in-school" youth, full classroom training, and individual classroom training referral slot programs.

D. To continue to advertise CETA programs.

Action Suggested:

1. GETC should continue to advertise CETA programs. Apparently, the past advertising efforts have created a positive image for CETA. Therefore, further advertising efforts could possibly enhance CETA's image.

E. To remove difficulties in contacting the GETC. These educational institutions stated that they had difficulties in contacting the GETC. Therefore, the GETC needs to become aware of how to remove any difficulties that these educational institutions have in contacting them.

Action Suggested:

1. Expand the GETC's information services (appoint an information officer).
2. Better advertisement concerning proposals.
3. Hold workshops on proposals and funding processes.
4. Create a subagency to work with program activities relevant to the institution clearinghouse--mentioned in recommendations.

F. To ensure that these educational institutions have contacts with the GETC, other than by telephone, the GETC field staff needs to be expanded.

G. To do prior planning concerning student recruitment. These educational institutions need to do better prior planning concerning student recruitment.

Action Suggested:

1. After they know that their proposals are going to be funded, these educational institutions need to commence recruiting prospective students.

H. To reduce high absenteeism and high dropout rates among CETA vocational students and YEDPA students.

Action Suggested:

1. These educational institutions need to screen students better or increase their support services.

I. To be more prompt and timely when dealing with the initial funding of programs.

Action Suggested:

1. The GETC needs to reexamine its operations with respect to the initial funding of programs so that there is not a lag in start up and funding. Many public agencies are unable to begin work on an operation without funding.

J. To continue to fund programs at an adequate funding level. Apparently, these educational institutions were quite pleased with the level of funding in all cost categories.

Action Suggested:

1. The GETC needs to continue to fund programs at an adequate funding level. Apparently, these educational institutions were quite pleased with the level of funding in all cost categories.

K. To continue to utilize CETA advisory councils as vehicles for information and communication exchanges.

Action Suggested:

1. There should be "boundary spanners" or joint members between CETA advisory councils and vocational educational advisory councils.

L. To continue joint planning efforts between GETC and these educational institutions.

Action Suggested:

1. Please see recommendations from Sections I and II.

M. To eliminate the barriers that these educational institutions face the following steps need to be taken.

Action Suggested:

1. Establish better communication methods.
2. Develop better political relationships within your community.
3. Create goal congruency.
4. Eliminate planning cycle problems.
5. Create a better information exchange system.
6. Remove obstacles that create resistance to change.

N. To eliminate future coordination problems, the following steps were suggested.

Action Suggested:

1. Reduce or eliminate confusing rules and regulations.
2. Encourage more communication between parties.
3. Funding directives should be announced no later than June 15th.

4. More flexibility for local control should be given these educational institutions.

Clearly, these recommendations overlapped the recommendations offered in Section I and II.

IV. Recommendations Elicited from Form B

The recommendations that follow are drawn from Form B questionnaire that was sent to those educational institutions that have not operated a CETA program. It appears that some of the recommendations that were offered in Section III of the recommendations also are true for this section. The major finding of this questionnaire dealt with the educational institutions' reasons for not acquiring and operating a CETA funded program. The reasons for not acquiring and operating a CETA funded program were: (1) lack of sufficient time to coordinate a program; (2) inadequate facilities; (3) inadequate teaching staff; (4) inadequate administrative staff; (5) inadequate funds; and (6) low interest of students/low academic achievement/high dropout rate of the students. In light of these findings, we propose that the GETC take these steps to remove these reasons as barriers to educational institutions implementing a CETA program.

Actions Suggested:

1. The GETC should provide significant field assistance to those educational institutions who desire to coordinate a program. This field expertise would eliminate the "lack of sufficient time to coordinate a program" concept held by these educational institutions.

2. The GETC would assure these educational institutions that adequate facilities would be provided for program activities. The GETC field staff would assist in locating such facilities for these educational

institutions. In addition, the GETC would provide adequate funds for rental of such facilities.

3. The GETC would assure these educational institutions of adequate teaching staff for these CETA programs. The GETC should make sure that these educational institutions have adequate teaching staff by providing adequate funds.

4. The GETC would assure the educational institutions of adequate administrative personnel for these CETA programs. The GETC should make sure that these educational institutions have adequate administrative personnel by providing adequate funds.

5. The GETC would assure these educational institutions of adequate funding levels.

6. The GETC field staff would assist these educational institutions in recruiting students who are interested in receiving training, and willing to work towards that goal. In order to provide support services that will aid in ensuring the success or failure of these students, the GETC should provide adequate funds to conduct such services.

APPENDIXES

APPENDIX A

MANAGEMENT PLAN AND SCHEDULE

Person Weeks Required and Date of Completion	TASK
April 1 (Two [2] weeks prior to April 1)	1.1 Staffing and Organization. This task involved final hiring of staff members, establishment of specific job descriptions, location of the project office, and other such administrative details. (Accomplished simultaneously with Priority 2, Task 1).
April 7 Five (5) person weeks (Two [2] weeks project time)	2.1 Development of a Preliminary Survey for Use in Identifying Successful Linkage Efforts. A short concise questionnaire was developed by the research staff designed to be used by employment and training agencies, educational institutions and state agencies active in CETA/Education linkages. The instrument delineated the established standards for effective coordination and requested minimal program information.
April 15	2.2 Survey Distribution. The survey instrument developed in Task 2.1 was sent out to the universe of participating agencies and institutions. The group included: prime sponsors, post-secondary and secondary institutions or the district representatives, state and local advisory councils or manpower and vocational education, state employment for vocational education agencies, and regional DOL and DHEW offices or their equivalents. Agencies or institutions identified in returned questionnaires were included in

	a follow up mailing of the survey (Accomplished simultaneously with Priority 2, Task 2.1).
May 1 Four (4) person weeks (Four [4] weeks project time)	3.1 Literature Review. A literature review was conducted at this time that focused on obtaining the most current publications in the area of CETA/Education coordination. Governmental and university research formed the substantial portion of the documents obtained in the review, however, documents obtained from local and state employment and training and educational institutions and agencies were used. This assisted in the development of standards for assessing effective dual linkages and their priority status. This task primarily involved the research team in conjunction with outside groups who had prepared information in this area, including the U.S. Department of Labor, U.S. Office of Education CETA coordination unit, and a variety of state and local governmental units and advisory committees. (Accomplished simultaneously with Priority 2, Task 2.1 and 2.2).
May 15 Eight (8) person weeks (Four [4] weeks project time)	4.1 Development of Successful Linkage Program Identification Survey. This instrument focused on how well specific programs meet the established criteria for successful linkages. In order to differentiate among the most successful methods of linkages, measures of effectiveness were developed. Questionnaires focused on both objective measures such as participants served, cost of programs, local demand for skills taught to participants, and other measures of success such as coordination of efforts by agencies involved, innovativeness of programs and others will be investigated. The survey was developed by members of the research team who have expertise in the area of

		survey instrumentation along with the consultation of specialists outside the research team. The survey instrument was presented to the GETC staff for final approval. (Done in conjunction with Priority 2, Task 3).
June 1	4.2	Bi-Monthly Report to GETC Staff. A regular bi-monthly report was made to the GETC staff at this point on the progress of the project.
June 15 One (1) person week (One [1] week project time)	4.3	Distribution of the Linkage Survey. After completion and testing of the survey, the staff sent out copies to agencies and institutions initially selected as potentially successful linkage models. Additional information in the form of reports and other activities was requested at this time.
August 1	5.1	Bi-Monthly Report to GETC Staff. A regular bi-monthly report was made to the GETC staff at this point on the progress of the project.
August 1 Sixteen (16) person weeks (Eight [8] weeks project time)	5.2	Preliminary Analysis of Linkage Survey and In-depth Interviews. The research team combined telephone interviews, document requests, and select on-site visits to assess appropriate programs in need of further analysis. This was done after a cursory examination of data collected for the linkage survey. An interview format was developed to obtain the maximum information possible and also to provide a standardized system of retrieval necessary due to the fact

	that interviews were conducted by several field investigators. Interviews sought to fill any information gaps left in initial surveys as well as a tool to pick up any interpersonal characteristics of the personalities involved in complementary successful linkage operations. (Accomplished simultaneously with Priority 2, Task 4.2).
September 30 Sixteen (16) weeks person time (Eight [8] weeks project time)	5.3 Final Analysis. With the compilation of all pertinent documents, surveys and interviews, the research team was able to form documentation on successful linkage efforts and activities throughout the State. From a complete analysis of the data, all results and end products as described in the Research Plan were compiled.

APPENDIX B

AGENCIES SENT NOMINATION SURVEY
(Public Educational Systems)

*COUNTIES:

Accomack County
Accomack, VA 23301

Albemarle County
County Office Building
Charlottesville, VA 22901

Alleghany County
330 N. Court Ave.
Covington, VA 24426

Amelia County
Amelia, VA 23002

Amherst County
P.O. Box 469
Amherst, VA 24521

Appomattox County
Appomattox, VA 24522

Arlington County
1426 N. Quincy St.
Arlington, VA 22207

Augusta County
Box 1268
Staunton, VA 24401

Bath County
P.O. Box 67
Warm Springs, VA 24484

Bedford County
310 S. Bridge St.
Bedford, VA 24523

Bland County
Box 128
Bland, VA 24315

Botetourt County
Fincastle, VA 24090

Brunswick County
P.O. Box 309
Lawrenceville, VA 23868

Buchanan County
Box 833
Grundy, VA 24614

Buckingham County
Buckingham, VA 23921

Campbell County
P.O. Box 99
Rustburg, VA 24588

Caroline County
P.O. Box 529
Bowling Green, VA 22427

Carroll County
Box 456
Hillsville, VA 24343

Charles City County
Rt. 2, Box 4-A
Charles City, VA 23030

Charlotte County
P.O. Box 387
Charlotte Courthouse, VA 23923

Chesterfield County
Chesterfield, VA 23832

Clarke County
P.O. Box 351
Berryville, VA 22611

Craig County
P.O. Box 245
New Castle, VA 24127

Culpeper County
Box 631
Culpeper, VA 22701

Cumberland County
Cumberland, VA 23040

Dickenson County
Clintwood, VA 24228

APPENDIX B (continued)

Dinwiddie County
Box 7
Dinwiddie, VA 23841

Essex County
Tappahannock, VA 22560

Fairfax County
10700 Page Ave.
Fairfax, VA 22030

Fauquier County
10 Hotel St.
Warrenton, VA 22186

Floyd County
Rt. 1, Box 4-A
Floyd, VA 24091

Fluvanna County
P.O. Box 94
Palmyra, VA 22963

Franklin County
146 Main St.
Rocky Mount, VA 24151

Frederick County
36 Whitlock Ave.
Winchester, VA 22601

Giles County
Rt. 1, Box 86
Pearisburg, VA 24134

Gloucester County
P.O. Box 770
Gloucester, VA 23061

Goochland County
P.O. Box 39
Goochland, VA 23063

Grayson (Fries) County
P.O. Box 219
Independence, VA 24348

Greene County
P.O. Box 127
Stanardsville, VA 22973

Greensville-Emporia City
P.O. Box 1156
Emporia, VA 23847

Halifax-South Boston
P.O. Box 805
Halifax, VA 24558

Hanover County
200 Berkley St.
Ashland, VA 23005

Henrico County
P.O. Box 40
Highland Springs, VA 23075

Henry County
P.O. Box 958
Collinsville, VA 24078

Highland County
P.O. Box 247
Monterey, VA 24465

Isle of Wight County
Isle of Wight, VA 23397

James City-Williamsburg
Box 179
Williamsburg, VA 23185

King George County
King George, VA 22485

King and Queen County
P.O. Box 97
King and Queen Courthouse, VA 23085

King William-West Point
King William, VA 23086

Lancaster County
Irvington, VA 22480

Lee County
Box 98
Jonesville, VA 24263

Loudoun County
20 Union St.
Leesburg, VA 22075

APPENDIX B (continued)

Louisa County
Box 7
Mineral, VA 23117

Lunenburg County
Drawer X
Victoria, VA 23974

Madison County
Box 344
Madison, VA 22727

Mathews County
Box 368
Mathews, VA 23109

Mecklenburg County
P.O. Box 190
Boydton, VA 23917

Middlesex County
Saluda, VA 23149

Montgomery County
P.O. Box 29
Christinasburg, VA 24073

Nelson County
Lovingston, VA 22949

New Kent County
Box 110
New Kent, VA 23124

Northampton County
Eastville, VA 23347

Northumberland County
P.O. Box 258
Heathsville, VA 22473

Nottoway County
Nottoway, VA 23955

Orange County
Box 349
Orange, VA 22960

Page County
735 W. Main St.
Luray, VA 22835

Patrick County
Box 346
Stuart, VA 24171

Pittsylvania County
Box 232
Chatham, VA 24531

Powhatan County
Box 39
Powhatan, VA 23139

Prince Edward County
Box 427
Farmville, VA 23901

Prince George County
Box 8
Prince George, VA 23875

Prince William County
Box 389
Manassas, VA 22110

Pulaski County
Box 231
Pulaski, VA 24301

Rappahannock County
Box 3232
Sperryville, VA 22740

Richmond County
Box 735
Warsaw, VA 22572

Roanoke-Salem City
526 College AVe.
Salem, VA 24153

Rockbridge County
417 Morningside Dr.
Lexington, VA 24450

Rockingham County
304 County Office Bldg.
Harrisonburg, VA 22801

Russell County
Lebanon, VA 24266

APPENDIX B (continued)

Scott County
Box 307
Gate City, VA 24251

Shenandoah County
Woodstock, VA 22664

Smyth County
Drawer 987
Marion, VA 24354

Southampton County
Courtland, VA 23837

Spotsylvania County
Box 338
Spotyslvania, VA 22533

Stafford County
Rt. 4, Box 20-A
Stafford, VA 22554

Surry County
Box 317
Surry, VA 23883

Sussex County
Sussex, VA 23884

Tazewell County
Box 469
Tazewell, VA 24651

Warren County
Box 1089
Front Royal, VA 22630

Washington County
Drawer G
Abingdon, VA 24210

Westmoreland County
Montross, VA 22520

Wise County
Box 1217
Wise, VA 24293

Wythe County
Wytheville, VA 24382

York County
302 Dare Rd.
Grafton, VA 23692

*CITIES:

Alexandria
418 S. Washington St.
Alexandria, VA 22313

Bedford
310 S. Bridge St.
Bedford, VA 24523

Bristol
222 Oak St.
Bristol, VA 24201

Buena Vista
Box 1050
Buena Vista, VA 24416

Charlottesville
1562 Dairy Rd.
Charlottesville, VA 22903

Chesapeake
Box 15204, 300 Cedar Rd.
Chesapeake, VA 23320

Clifton Forge
P.O. Box 612
Clifton Forge, VA 24422

Colonial Heights
512 Boulevard
Colonial Heights, VA 23834

Covington
340 E. Walnut St.
Covington, VA 24426

Danville
313 Municipal Bldg.
Danville, VA 24541

Emporia
P.O. Box 1156
Emporia, VA 23847

APPENDIX B (continued)

Fairfax
City Hall
Fairfax, VA 22030

Falls Church
419 W. Broad St.
Falls Church, VA 22046

Franklin
800 W. 2nd Ave.
Franklin, VA 23851

Fredericksburg
817 Princess Anne St.
Fredericksburg, VA 22401

Galax
P.O. Box 855
Galax, VA 24333

Hampton
P.O. Box 370
Hampton, VA 23669

Harrisonburg
Box 551
Harrisonburg, VA 22801

Hopewell
Box 270
Hopewell, VA 23860

Lexington
300 E. Washington St.
Lexington, VA 24450

Lynchburg
Box 1599
Lynchburg, VA 24505

Manassas
9108 Church St.
Manassas, VA 22110

Manassas Park
8462 Sandstone Way
Manassas Park, VA 22110

Martinsville
Box 5548
Martinsville, VA 24112

Newport News
Box 6130
Newport News, VA 23606

Norfolk
Box 1357
800 E. City Hall Ave.
Norfolk, VA 23510

Norton
Box 498
Norton, VA 24273

Petersburg
141 E. Wythe St.
Petersburg, VA 23803

Poquoson
Drawer 2068
Poquoson, VA 23662

Portsmouth
Box 998
Portsmouth, VA 23705

Radford
1612 Wadsworth St.
Radford, VA 24141

Richmond
301 N. 9th St.
Richmond, VA 23219

Roanoke
Box 13145
Roanoke, VA 24031

Salem City-Roanoke County
526 S. College Ave.
Salem, VA 24153

South Boston-Halifax County
P.O. Box 805
Halifax, VA 24558

Staunton
Box 2626
Staunton, VA 24401

Suffolk
Box 1549
Suffolk, VA 23434

APPENDIX B (continued)

Virginia Beach
P.O. Box 6038
Virginia Beach, VA 23456

Waynesboro
301 Pine Ave.
Waynesboro, VA 22980

Williamsburg-James City County
Box 179
Williamsburg, VA 23185

Winchester
Box 551
Winchester, VA 22601

*TOWNS

Cape Charles
23 N. Park Row
Cape Charles, VA 23310

Colonial Beach
300 Garfield Ave.
Colonial Beach, VA 22443

Fries (Grayson)
P.O. Box 219
Independence, VA 24348

Saltville (Smyth)
Drawer 987
Marion, VA 24354

West Point-King William
King William, VA 23086

**COMMUNITY COLLEGES:

Blue Ridge Community College
P.O. Box 80
Weyers Cave, VA 24486

Central Virginia Community College
P.O. Box 4098
Fort Hill Station
Lynchburg, VA 24502

Dabney S. Lancaster Community College
P.O. Box 610
Clifton Forge, VA 24422

Danville Community College
1009 Bonner Ave.
Danville, VA 24541

Eastern Shore Community College
P.O. Box C
Melfa, VA 23410

Germanna Community College
P.O. Box 339
Locust Grove, VA 22508

J. Sargeant Reynolds Community College
P.O. Box 12084
Richmond, VA 23241

John Tyler Community College
U.S. I-301
Chester, VA 23831

Lord Fairfax Community College
P.O. Box 47
Middletown, VA 22645

Mountain Empire Community College
P.O. Box 700
Big Stone Gap, VA 24219

New River Community College
P.O. Box 1127
Dublin, VA 24084

Northern Virginia Community College
8333 Little River Tpk.
Annandale, VA 22003

Patrick Henry Community College
P.O. Box 5311
Martinsville, VA 24112

Paul D. Camp Community College
P.O. Box 737
Franklin, VA 23851

APPENDIX B (continued)

Piedmont Virginia Community College
P.O. Box 1A
Charlottesville, VA 22901

Rappahannock Community College
P.O. Box 287
Glenns, VA 23149

Southside Virginia Community College
State Rt. 46
Alberta, VA 23821

Southwest Virginia Community College
P.O. Box SVCC
Richlands, VA 24641

Thomas Nelson Community College
P.O. Box 9407
Hampton, VA 23670

Tidewater Community College
State Rt. 135
Portsmouth, VA 23703

Virginia Highlands Community College
P.O. Box 828
Abingdon, VA 24210

Virginia Western Community College
P.O. Box 4195
Roanoke, VA 24015

Wytheville Community College
1000 E. Main St.
Wytheville, VA 24382

* Surveys sent to Superintendent and/or Director of Vocational Education.

**Surveys sent to all presidents of these institutions.

APPENDIX C

PRIME SPONSORS

Arlington County
Manpower Services
2100 - 14th Street, N.W.
Arlington, VA 22201
(703/558-2688)

Alexandria City
Economic Opportunities Commission
815 King Street, 2nd Floor
Alexandria, VA 22314
(703/750-5731)

Fairfax County/Department of
Manpower Services
Suite 301, Law Building
4057 Chain Bridge Road
Fairfax, VA 22030
(703/691-3221)

Prince William County
Manpower Programs
9300 Lee Avenue
Old Bennett School, Room 16
Manassas, VA 22110
(703/368-9171)

Richmond Area Manpower Planning
System (RAMPS)
823 East Main Street
Richmond, VA 23211
(804/780-6202)

Henrico-Chesterfield-Hanover CETA
Consortium
(Manpower Administration, County
of Henrico)
5651 South Laburnum Avenue
P.O. Box #27032
Richmond, VA 23273
(804/226-1941)

Southeastern Tidewater Area
Manpower Authority (STAMA)
Janaf Executive Building
Suite 300, Janaf Shopping Center
P.O. Box 12072
Norfolk, VA 23502
(804/461-3945)

Peninsula Office of Manpower
Programs (POMP)
P.O. Box 7489
2017 Cunningham Drive - Suite 300
Hampton, VA 23666
(804/838-5206)

Roanoke Consortium for Manpower
Services
145 West Campbell Avenue, 3rd Floor
Roanoke, VA
(703/982-2791)

APPENDIX D

CETA BALANCE OF STATE REGIONAL OFFICES

(BOS) VEC/CETA Divisions
P.O. Box #1300
Richmond, VA 23211
(804/786-1540)

CETA - BALANCE OF STATE REGIONAL OFFICES

Director, CETA Regional Office
P.O. Box 267
Abingdon, VA 24210
(628-8192)

Director, CETA Regional Office
403 West Campbell Avenue, S.W.
Roanoke, VA 24016
(982-8803)

Director, CETA Regional Office
Drawer R
Farmville, VA 23901
(392-8196)

Director, CETA Regional Office
P.O. Box 869
Harrisonburg, VA 22801
(433-1495)

Director, CETA Regional Office
Rappahannock Community College
North Campus, Box 896
Warsaw, VA 22572
(333-4048)

APPENDIX E

NOMINATION SURVEY

EDUCATION AND CETA LINKAGE SURVEY

We are studying agencies involved in the linkage between education and CETA. The purpose of this survey is the identification of CETA prime sponsors and educational institutions involved in cooperative programs and activities. In order to consider the diversity of agencies and programs involved, our instrument is necessarily general. Therefore, some questions may not be answerable by you. If this is the case please leave that question blank. Please answer the following questions as completely as possible. Thank you for your cooperation.

1. Please indicate the educational institutions (private, public, secondary and post secondary) with whom you have entered into financial or non-financial agreements, contracts, or program activities. Please include if possible:

   (a) Name of the educational institution
   (b) Contact person most often dealt with by your agency
   (c) Types of programs funded by your agency (i.e. welding, basic education, nursing)
   (d) Funding sources used for each program (i.e. YEDPA, 5 percent Special Governor's Grant for Vocational Education, CETA-Title II)
   (e) Any other type of contract made if no contract has been awarded (i.e. cross-representation on local advisory council)

   Please use the enclosed form to complete this question.

2. Please indicate the educational institution(s) with whom you feel you have had your most successful program efforts. Success should be considered in terms of both programmatic success (participant completion or placement out of the program) and administrative success (planning, programming) between you and the educational institution.

   Please include the name of the educational institution as well as a brief description of the program and any coordination activities your agency has had with the institution.

3. Are you aware of any other successful linkage programs or activities between other prime sponsors and educational agencies? Please indicate agencies and educational institutions and programs.

4. Have you attended any workshops, forums or similar activities focusing on coordination between prime sponsors and educational institutions? Please indicate programs, dates held, and sponsoring agencies.

5. When returning this survey please include copies of any documents relating to coordination between your agency and other organizations.

The following information is requested for completion of our files:

Name and Address of Agency or Institution:

Name of Individual Completing This Survey:

Phone Number:
(Please Include Area Code)

Thank You for Your Cooperation in This Research.

1.

Educational Institution [Name and Phone Number]

Contact Person [Name and Phone Number]

Programs [Name and Funding Source]

Other Types of Activities

* * *

Educational Institution [Name and Address]

Contact Person [Name and Phone Number]

Programs [Name and Funding Source]

Other Types of Activities

* * *

Educational Institution [Name and Phone Number]

Contact Person [Name and Phone Number]

Programs [Name and Funding Source]

Other Types of Activities

* * *

Educational Institution [Name and Address]

Contact Person [Name and Phone Number]

Programs [Name and Funding Source]

Other Types of Activities

* * *

APPENDIX F

FORM A/FORM B ANALYSES OF DATA

FORM A

1. Does your school district or institution operate any of the following ESEA funded programs?

Evening Adult	38.144%
ABE/GED	52.577
WIN	8.247
Vocational Rehabilitation	10.309
Vocational Education for Disadvantaged Youth	35.052
None	26.804
Math (K-9) Remedial and Tutoring Only	2.062
CETA Classroom Training	1.031
In-School Suspension	1.031
Title I, Title IV B, IV C, Title VI B	1.031
High School Diploma Dropouts	2.062
YTEP, Title VI, II-PSE	0
Handicapped Adults	1.031
LPN	1.031

ABE/GED evening adult and vocational education for disadvantaged youth seemed to be the most predominant ESEA funded programs operated by the responding school districts, receiving response rates of 52.6%, 38.1%, and 35.1% respectively. Of the respondents, 26.8% indicated that they operate none of the above programs.

2. Does your school district or institution operate any of the following programs either fully or partially funded through your local CETA prime sponsor or the Virginia Employment Commission - CETA Balance-of-State office?

Full classroom training	30.928%
Individual classroom training referral slots	22.680
Special programs for target groups	12.371
Programs for "in-school" youth	38.144

(Question 2 continued)

Programs for out-of-school youth	18.557%
Alternative education programs	16.495
Summer youth programs	42.268
None	9.278
Manpower Training Skill Center	2.062
PSE training	5.155
Substitute teachers and teacher aids	1.031
Youth services for dropouts and potential dropouts	1.031
Staff support for Title IV Instruction and plant improvement program School building energy audit	1.031
Adult work experience	1.031
Unemployed adults	1.031

Summer youth programs, programs for "in-school" youth, full classroom training, and individual classroom training referral slots, seemed to be the most predominant fully or partially funded programs through local CETA prime sponsor of VEC-CETA Balance-of-State office, operated by the responding school districts, receiving response rates of 42.3%, 38.1%, 30.9%, and 22.7% respectively. Of the respondents, 9.3% indicated that they operate none of the above programs.

3. What was the public's reaction to these CETA and/or vocational programs?

CETA Programs	N/R	VF	F	U	VU
Students	15.464%	39.175%	42.268%	2.062%	1.031%
Teachers	19.588	24.742	50.515	4.124	1.031
Parents	26.804	31.959	39.175	1.031	1.031
Administrators	17.526	29.897	44.330	6.186	2.062
School Board	30.928	18.557	44.330	5.155	1.031
Board of Supervisors Advisory Council	94.845	1.031	3.093	1.031	0
Community	97.938	0	1.031	1.031	0

(Question 3 continued)

Vocational Programs	NR	VF	F	U	VU
Students	62.887%	19.588%	16.495%	0	1.031%
Teachers	62.887%	16.495	19.538	0	1.031
Parents	63.918	15.464	18.557	1.031	1.031
Administrators	63.918	18.557	16.495	0	1.031
School Board	69.072	15.464	14.433	0	1.031
Board of Supervisors Advisory Council	97.938	0	2.062	0	0
Community	96.907	2.062	1.031	0	0

The public's reaction seemed to be more favorable towards the CETA programs than towards the vocational programs. It should be pointed out, however, that the non-response rate in the vocational program category was significantly greater than the non-response rate in the CETA program category. Also, very few respondents in either category indicated an unfavorable or very unfavorable reaction.

4. Did you encounter difficulties in contacts with CETA?

yes	23.711%
no	60.825%
No Response	15.464%

Types of Problems Encountered	
Location of CETA agency in your area	5.155%
Identification of the key CETA planning person with whom you dealt	8.247
Delay in getting an appointment	5.155
Difficulty in getting information on program activities relevant to your institution	12.371
Difficulty in getting information on CETA funding patterns to your institutions (other institutions in the area receiving CETA funds)	15.464
Difficulty in getting information on CETA funding processes [i.e., issuance of requests for proposals (RFP)]	19.588

(Question 4 continued)

Of the respondents, 23.7% indicated that they encountered difficulties in contacts with CETA. The types of problems varied with difficulties in getting information on CETA funding processes and on CETA funding patterns to individual institutions being the most prevalent, with 19.6% and 15.5% response rates respectively. There was a 15.5% non-response rate to the question.

5. What have been your major contacts with CETA since your program start-up?

Informal telephone contact	83.505%
Regular meetings with contract supervisor	48.454
Membership on a committee of the CETA Advisory Council	43.299
Input at public meetings	15.464
AMPC meetings	1.031
"Stop-off" trips	7.216
Scheduled visits and monitoring of contract performance	
On site visitations by CETA staff	
Site visits by contract officer	
Meetings with contract person	
Once a week counselor visits for client and other problems on campus concerning CETA	2.062
Occasional meetings called to review reporting and recordkeeping requirements	1.031
Written correspondence	1.031
Peninsula Office of Manpower Programs	1.031
Through county agent Balance-of-State	1.031

The primary contacts between the responding institutions and CETA seem to be through informal telephone contact, regular meetings with contract supervisor and membership on a committee of the CETA Advisory Council, which received response rates of 83.5%, 48.5%, and 43.3% respectively.

6. Did you encounter problems getting your program started after you received funding approval?

yes	25.773%
no	62.887%
No Response	11.340%

Type of Problems Encountered

Student recruitment	16.495%
Lack of adequate facilities	1.031
Lack of qualified instructors	1.031
Lack of support from higher level administrators	3.093
Having enough jobs available locally in which to place participants Job placement	2.062
Participants lacked initiative to stick with program	1.031
VEC failing to cooperate - State VEC failing to notify local VEC's as to routine to follow in referrals	1.031
Lack of qualified applicants Lack of qualified applicants that meet CETA guidelines	2.062
Could only hire individuals that lived outside the city for employment in the city	1.031
Inadequate positions to place qualified students	1.031
Certification process through VEC leaves much to be desired	1.031
Delay in notification causing insufficient time to recruit students Delay in receiving funding	4.124
Paperwork VEC paperwork in determining eligibility of participants	2.062
Contract negotiation	1.031

(Question 6 continued)

Of the respondents, 25.8% of the respondents indicated that they encountered problems getting programs started after receiving funding approval. The types of problems varied, with student recruitment being the most prevalent, with a 16.5% response rate. There was an 11.3% non-response rate to the question.

7. Please rank the various aspects of your program from the most successful to the least successful by placing the appropriate numeral in the "rank order" column below.

Based upon the results compiled in the attached grid, I believe the following list represents the ranking order as suggested by the respondents.

(1) Contract Approval

(2) Funding

(3) Instructional Staff

(4) Administration

(5) Recruitment

(6) Training Facility

(7) Achievement of Students

(8) Counseling

(9) Placement

(10) Other

See Data Analysis of Question 7.

8. What were the major problems created by the CETA vocational students?

Disciplinary problems	5.155%
Low academic achievement	29.897
High dropout rate	22.680
High rate of absenteeism	27.835
Damage to facilities	0
None	15.464

DATA ANALYSIS OF QUESTION 7

	0	1	2	3	4	5	6	7	8	9	10
Contract Approval	25.773	17.525	9.278	10.309	4.124	6.186	9.278	8.247	3.093	6.186	
Funding	22.680	11.340	19.588	10.309	7.216	3.093	9.278	6.186	6.186	3.093	1.031
Administration	24.742	13.402	9.278	10.309	17.526	7.216	4.124	6.186	5.155	2.062	
Recruitment	27.835	7.216	4.124	8.247	7.216	13.402	6.186	10.309	7.216	8.247	
Placement	29.897	4.124	6.186	6.186	9.278	10.309	8.247	6.186	8.247	11.340	
Instructional Staff	26.804	9.278	15.464	12.371	8.247	13.402	7.216	2.062	4.124	1.031	
Achievement of Students	28.866	11.340	9.278	8.247	9.278	3.093	8.247	10.309	9.278	2.062	
Training Facility	36.082	8.247	6.186	9.278	5.155	7.216	9.278	9.278	5.155	4.124	
Counseling	29.897	5.155	1.031	5.155	9.278	8.247	8.247	5.155	11.304	16.495	
Other	97.938	1.031									1.031

(Question 8 continued)

Lack of interest	3.093%
Attitude and motivation	
Moderate dropout rate	
All of the above problems are applicable to CETA alternate programs	1.031
Sometimes difficult to arrange work schedules	1.031
Building confidence in them	1.031
Loss, theft, breakage of work-site materials	1.031
Complaints about late pay checks (stipends)	1.031
Not applicable	17.526
Misplacement into training	1.031

Suggestions for eliminating future implementation problems:

No response	77.320%
Guidelines for admission too strict	2.062
Certification as a CETA candidate should be streamlined	
Develop a contract with students to eliminate attendance and time sheet problems	1.031
More thorough screening, selection, counseling, and follow-up	4.124
Better recruitment and counseling	
Improve selection criteria	
Some type of orientation - closer follow-up	
Fewer hours per day in instruction	1.031
Congress make appropriations so that early funding can take place	4.124
Timing-coordinate federal and local budget years	
Improve promptness in funding projects	

Transportation problems	1.031
Additional counseling	1.031
Improve employment skills including personal relations and attitudes towards meaningful work	1.031
Take time and effort	1.031
More contact and training	1.031
Sensitizing work-site supervisor of safety and participants	1.031
Keeping quality staff with enthusiasm on board	1.031
More coordination in planning efforts between prime sponsor and school division	1.031
Better information from Department of Labor	2.062

The most predominant problems created by the CETA vocational students, as indicated by the respondents were low academic achievements, high rate of absenteeism and a high dropout rate, with response rates of 29.9%, 27.8%, and 22.7% respectively. Of the respondents, 17.5% indicated that the question was not applicable
Of the respondents, 77.3% did not respond to the call for suggestions for eliminating future implementation problems. The rest of the respondents came up with a wide variety of suggestions.

9. What were the major problems created by YEDPA students?

Disciplinary problems	2.1%
Low academic achievement	13.4%
High dropout rate	5.2%
High rate of absenteeism	11.3%
Damage to facilities	2.1%
None	9.3%
Other	1.0%
Not applicable	24.7%

Low academic achievement and a high rate of absenteeism seemed to be the major problems caused by the YEDPA students. However, the response to this question was very poor. Only 9.3% responded to none and 24.7% responded to not applicable.
Non-response on individual items ranged from 84% for low-academic achievement to 96% for damage to facilities.

Suggestions for eliminating future implementation problems:

Non-response - 96.9%

There were only two responses to the question. One respondent indicated that there should be fewer hours per day in instruction, while the other indicated better follow-up on recruitment.

10. Did you encounter problems with the initial funding of your CETA programs?

yes	20.62%
no	26.80% (26 respondents "yes")
No Response	52.58%

It appears that there are some problems with the initial funding of CETA programs. Two percent indicated problems.

If yes, what are the problems?

Delayed contract approval (23/26 responding)	23.71%
A reduction in the amount of funds required (9/26)	9.278
A lack of advanced funding (12/26)	11.34

Other - 5 responses:
one responded - monthly approval
another - uncertainty of funds
(2) another - funding was late for us but received prior to Federal regulation guidelines
another - delay in o.k. to purchase equipment

Not applicable	3.1

Of those responding to problems with initial CETA funding, the greatest problem seemed to be delays in contract approval. Of all respondents, 23.71% responded to contract delays. Assuming only the 26 respondents responding to "yes" above answered - then 88% responded to delay in contract approval as a major problem (23 out of 26).

11. Was the funding level adequate in the following areas?

	No Response	Yes	No
Administration	32.99	59.79	7.22
Skill training	42.268	56.701	1.03
Recruitment & placement	45.361	50.52	4.12
Supplies and materials	42.27	54.64	3.09
Utilities	52.58	43.30	4.12
Equipment	54.64	41.24	4.12
Other			
(a) Number of student slots (1) (Responses)		1.03	
(b) Manpower services (1)		1.03	
(c) Instruction costs (personnel) (1)			1.03
(d) Classroom training (2)		2.06	
(e) Travel (1)			1.03

Not applicable	90.72% not checked 9.28% checked

It appears that in most cases, the funding was adequate. Only a small percentage of respondents indicated that the funding was not adequate in any one category.

12. Please rank the various linkage activities carried on between your institution from the most successful to the least successful.

Contacts and relationships between the program director and the CETA contact person was clearly identified as the most successful linkage.

45.4% ranked no. 1
12.4% ranked no. 2
4.1% ranked no. 3
2.1% ranked no. 4
3.1% ranked no. 5
2.1% ranked no. 6
2.1% ranked no.10
25.8% no response

11. Was the funding level adequate in the following areas?

	No Response	Yes	No
Administration	32.99	59.79	7.22
Skill training	42.268	56.701	1.03
Recruitment & placement	45.361	50.52	4.12
Supplies and materials	42.27	54.64	3.09
Utilities	52.58	43.30	4.12
Equipment	54.64	41.24	4.12
Other			
(a) Number of student slots (1) (Responses)		1.03	
(b) Manpower services (1)		1.03	
(c) Instruction costs (personnel) (1)			1.03
(d) Classroom training (2)		2.06	
(e) Travel (1)			1.03

Not applicable 90.72% not checked
9.28% checked

It appears that in most cases, the funding was adequate. Only a small percentage of respondents indicated that the funding was not adequate in any one category.

12. Please rank the various linkage activities carried on between your institution from the most successful to the least successful.

Contacts and relationships between the program director and the CETA contact person was clearly identified as the most successful linkage.

45.4% ranked no. 1
12.4% ranked no. 2
4.1% ranked no. 3
2.1% ranked no. 4
3.1% ranked no. 5
2.1% ranked no. 6
2.1% ranked no.10
25.8% no response

(Question 12 continued)

Relationship between an institution's officials and the CETA agency was identified as the second most successful linkage.

10.3% - #1
34.4% - #2
10.3% - #3
3.1% - #4
30.93% - no response
10.97% - ranked below 4

Communication methods would ranks as the third most successful linkage.

2.06% ranked #1
3.09% " #2
21.65% " #3
17.53% " #4
6.17% " #5
4.12% " #6
32.99% no response
12.4% ranked 7 or below

Information exchange meetings and joint program planning (prior to contract approval) were ranked as fourth/fifth most successful linkage, respectively.

39.2% ranked information exchange meetings and 38.1% ranked joint program planning as #5 or above

For information exchange meetings:

1.03% rank #1
5.16% " #2
6.17% " #3
14.43% " #4
6.19% " #6
44.33% no response
10.41% ranked 7 or below

Joint program planning (prior to contract approval)

0 % ranked #1
8.25% " #2
9.28% " #3
4.12% " #4
16.50% " #5
4.12% " #6
45.36% no response
12.37% ranked 7 or below

(Question 12 continued)

The remaining linkages - CETA Advisory Council membership; CETA Youth Council membership; usage of CETA and your institutional funds for program activities; ongoing program planning meetings (during contracted activities); and joint program evaluation - do not appear to be particularly successful.

Joint program evaluation appears to be the least successful linkage -

60.83% no response

26.80% ranked #8 or below

Some caution should be exercised in interpreting the results of Question 12. First, non-response ranged from .26 for variable 91 to .72 for variable 97. Non-response increased as one goes down the list of linkages provided on the questionnaire. Second, the order of successful linkages appears to correlate positively with its listing on the questionnaire, i.e., the first linkage listed was ranked the most successful, the second listed the next successful, etc.

13. From your point of view, which of the following items create barriers to your institution's coordination of planning and programming activities with CETA?

Confusing/conflicting rules and regulations was clearly the most cited barrier to coordination and planning.

26.80%	ranked #1
12.37%	ranked #2
7.22%	ranked #3
37.113%	no response
14.34%	ranked 4 or below

Of the respondents, 39.2% ranked confusing/conflicting rules and regulation either one or two. No other barrier drew over 16% responding either one or two.

Planning cycle problems is the second most cited barrier to coordination and planning - 21.7% ranked it 4 or less.

Communication methods and no time or manpower to communication would rank 3rd and 4th respectively. However, responses are well distributed from 01 to 10 indicating these barriers are not presenting overly serious problems.

RANK

Var		1	2	3	4	5	6	7	8	9	10	11	12	13	No	
(102)	Communication Methods	6.19	7.22	8.25	7.22	6.19	5.16	5.16	----	3.09	----	3.09	2.06	1.03	45.36	
(103)	No time or manpower to coordinate	5.16	6.19	9.28	7.22	2.06	5.16	2.06	2.06	3.09	2.06	1.03	2.06	1.03	51.55	
(104)	Political Relationships	2.06	7.22	6.19	1.03	2.06	3.09	3.09	2.06	2.06	5.16	3.09	1.03	2.06	59.79	
(105)	Lack of appropriate incentives	1.03	3.09	4.12	3.09	4.12	2.06	4.12	6.19	2.06	1.03	4.12	2.06	----	62.89	
(106)	General resistance to change	----	4.12	1.03	4.12	3.09	2.05	6.19	6.19	2.06	3.09	3.09	1.03	----	63.92	
(107)	Goal Incongruence	3.09	3.09	5.16	7.22	7.22	4.12	1.03	6.19	1.03	4.12	2.06	1.03	----	54.64	(%)
(108)	Inadequate funding	5.16	6.19	3.09	2.06	3.09	2.06	1.03	2.06	6.19	2.06	4.12	7.22	2.06	53.61	
(109)	Lack of information exchange	5.16	5.16	5.16	5.16	7.22	6.19	3.09	----	5.16	5.16	2.06	1.03	1.03	48.45	
(110)	Planning cycle problems	7.22	10.31	7.22	7.22	3.09	3.09	4.12	----	2.06	1.03	1.03	----	----	53.61	
(111)	Confusing/conflicting rules and regulations	26.80	12.37	7.22	2.06	4.12	2.06	3.09	2.06	1.03	1.03	----	1.03	----	37.11	
(112)	Inadequate technical assistance	2.06	3.09	3.09	5.16	4.12	5.16	4.12	4.12	2.06	2.06	2.06	3.09	1.03	58.76	
(113)	Turf-vested interests	2.06	3.09	4.12	1.03	3.09	5.16	3.09	5.16	4.12	3.09	----	2.06	3.09	60.83	
(114)	Internal problems (staffing deficiencies or training inadequacies)	3.09	4.12	4.12	2.06	2.06	1.03	1.03	5.16	1.03	1.03	3.09	----	7.22	64.95	

Data Analysis of Question 13

Question 14

What are your recommendations for eliminating future coordination problems?

57.73% did not make recommendations.

There was no one recommendation which was mentioned by many respondents.

(See attached list)

Important recommendations (4 or more responses):

- delete confusing/conflicting rules and regulations
- more communication between parties
- make funding directives no later than June 15
- allow more flexibility to local control

Question 14

01 - Purpose of programs should be so clearly written that everyone understands--more emphasis on justifying what is asked for.(1.031%)

02 - There should be more staff CETS meetings--that also includes the VEC.
- Coordinated planning meetings where problems are discussed.(2.062%)

Combined?
4.124%

03 - Too many agencies/regulations involved--let State Department of Education have authority to manage program.
- Too many agencies--coordination problems involve the educational institution in the planning of all programs.(2.062%)

04 - Good relations.(1.031%)

05 - Great improvement in RCMS decision-making process.(1.031%)

06 - Allow more flexibility to the local control.(2.062%)

07 - Confusing/conflicting rules and regulations.
- Rules and regulations should be clearly stated and maintained throughout a cycle of operation.
- Frequent changes in regulations should not occur.
- Need to receive federal regulations in advance of implementation of services in order to assure meeting of goals.(4.124%)

Question 14 (continued)

08 - Continue dialogue--communication.
- Needs to be better communication on CETA programs--need to know contact person of CETA.
- More communication among individual contractors--schedule meetings with coordinators of similar programs.(5.155%)

09 - Eliminate the high turnover rate in the VEC personnel handling indirect referrals.(1.031%)

10 - None.(5.155%)

11 - Take training contract out of Department of Labor.(0%) See 15.

12 - Contract directly with R.O.C. Office.(0%) See 15.

13 - Allow longer start-up period.(0%) See 15.

14 - Make funding directives no later than June 15.
- Notifying well in advance availability of funds and slots.(4.124%) See 15.

15 - 11-15 above.(1.031%)

16 - Better communication between Department of Labor and prime sponsors.(0%)

17 - More local educators on local AMPC committees.(1.031%)

18 - Regorganize the total program.(1.031%).

19 - More in-service and training for coordinators.(1.031%)

20 - Planning should start earlier to allow better placement of individuals.
- CETA needs to place more emphasis upon realistic pre-project planning.(2.062%)

21 - CETA should have flexibility to be able to include other low income students who miss CETA guidelines.(1.031%)

22 - Stability in the prime sponsor's organization who help.(1.031%)

23 - Reduce the number of agencies working with CETA programs--too much duplication of services in same district.(1.031%)

24 - Continuation of on-site visits by contract officers and monitors.(1.031%)

25 - All future CETA contracts should be operated separately under contract with the board of supervisors and a different contract with each school system.(1.031%)

26 - Better screening of students that are only interested in money rather than the necessary output of work necessary to earn money.(1.031%)

27 - Change in policy and rules.(1.031%)

Question 15

How severely were your CETA programs affected by the factors listed below?

NR=No Response, N=None, S=Somewhat, M=Moderately, VM=Very Much

				(%)		
		(NR)	(N)	(S)	(M)	(VM)
		0	1	2	3	4
a.	Inadequate planning data	16.50	35.05	26.80	14.43	7.216
b.	Inadequate planning time	17.53	22.68	25.77	16.50	17.53
c.	Delayed contract approval	16.50	24.74	23.71	18.56	16.50
d.	Reduction in the amount of funds requested	19.59	41.24	19.59	11.34	8.25
e.	Lack of funds for administration	21.65	46.39	17.53	11.34	3.09
f.	Lack of funds for equipment	21.65	55.67	11.34	8.25	3.09
g.	Inadequate funds for supplies and materials	22.68	52.58	17.53	6.19	1.03
h.	Difficulty in recruiting students	22.68	28.87	18.56	16.50	13.40
i.	Lack of interest on the part of students	27.84	25.77	28.87	12.37	5.16
j.	Disciplinary problems created by students	26.80	37.11	27.84	7.216	1.03
k.	Low academic achievement of students	25.77	23.71	26.80	18.56	5.16
l.	High dropout rate of students	27.84	24.74	28.87	14.43	4.12
m.	Difficult to place students in meaningful employment situations	29.90	18.56	20.62	19.59	11.34
n.	Lack of adequate training facilities	21.65	42.27	25.77	6.19	4.124
o.	Lack of qualified instructors	20.62	61.86	14.43	2.06	1.03
p.	Lack of qualified administrative personnel	19.59	68.04	10.31	1.03	1.03
q.	Lack of sufficient time to do paperwork	17.53	28.87	26.80	14.43	12.37
r.	Uncooperative attitude of administrative personnel	19.59	57.73	16.50	5.16	1.03
s.	Uncooperative attitude of teachers	21.65	62.89	10.31	5.16	0
t.	Other	95.85				
	"	96.91				
	"	95.88				
	"	97.94				

Question 15 (continued)

The results from Question 15 indicate:

1) There seems to be little problem with funding, facilities, or manpower-

    a) funds seemed adequate for administration, equipment, and supplies and materials

    b) there seems to be no lack in the number of training facilities, qualified administrative personnel, or qualified instructors.

2) Students appear interested in programs, and disciplinary action does not appear to be a problem (low academic achievement somewhat a problem).

3) The recruitment and placement of students do tend to severely affect CETA programs.

4) Inadequate planning time and delayed contract approval do severely affect CETA programs.

FORM B

1. Does your school district or institution operate any of the following ESEA funded programs?

Evening Adult	47.619 %
ABE/GED	76.190
WIN	0
Vocational Rehabilitation	4.762
Vocational Education for Disadvantaged Youth	33.333
None of the Above	19.048
Supplementary Adult T & I	4.762

ABE/GED, Evening Adult and Vocational Education for Disadvantaged Youth seemed to be the most predominant ESEA funded programs operated by the responding school districts, receiving response rates of 76.2%, 47.67% and 33.3% respectively. None of the respondents operate a WIN program and 19% indicated that they operate none of the above programs.

2. What was the public's reaction to these vocational programs? Please circle the response which corresponds most closely to your opinion: VF=Very Favorable; F=Favorable; U=Unfavorable; VU=Very Unfavorable; NR=No Response.

Vocational Programs

	NR	VF	F	U	VU
Students	28.571%	14.286%	57.143%	0 %	0%
Teachers	28.571	19.048	52.381	0	0
Parents	28.571	19.048	47.619	4.762	0
Administrators	28.571	23.810	42.857	4.762	0
School Board	28.571	28.571	42.857	0	0
Adults	95.238	4.762	0	0	0

(Question 2 continued)

With the exception of 28.6% who did not respond to the question; 4.8% of the parents and 4.8% of the administrators who responded unfavorably, the public's reaction to these vocational programs was quite favorable.
It should also be noted that 9.524% of the respondents indicated that an adult program was not available.

3. What were the major problems created by the adult vocational students?

Disciplinary	0 %
Low Academic Achievement	23.810
High Dropout Rate	23.810
High Rate of Absenteeism	23.810
Damage to Facilities	0
None	33.333
No Evening Adult Programs Administered	19.048

Low academic achievement, high dropout rate and a high rate of absenteeism seemed to be the major problems created by the adult vocational students, as indicated by 23.8% of the respondents for each of the aforementioned categories. No one indicated discipline or damage to facilities as a major problem. Thirty-three percent of the respondents said they had no problems with the students, 19% said they administered no evening adult programs. The following recommendations were suggested for eliminating future implementation problems.

Survey Adult Population (each)	4.762%
Work with Teachers to Increase Academic Skills	4.762

4. Have you ever been contacted by other organizations or institutions (i.e., urban league, vocational rehabilitation organizations) seeking your permission to sponsor CETA programs in your facility?

yes	19.048%
no	80.952%

5. Did you permit any institution to sponsor CETA programs in your facility?

yes	14.286%
no	9.524%
N/A	76.190%

If no, what reason did you give for refusing?
The problems that led to the closing of the CETA program in Clifton Forge - 4.762%

6. Have you attempted any initial contacts with the CETA agency assigned to your area?

yes	47.619%
no	47.619%

7. Did you encounter difficulties in making these initial contacts with the CETA agency?

yes	19.048%
no	33.333%
N/A	47.619%

If yes, which of the following problems did you encounter?

Location of the CETA agency in your area	0 %
Identification of the key CETA planning person with whom you dealt	4.762
Delay in getting an appointment	0
Difficulty in getting information on program activities relevant to your institution	14.286
Difficulty in getting information on CETA funding patterns relevant to your institution	14.286
Difficulty in getting information on CETA funding processes [i.e., issuance of requests for proposals (RFP)]	9.524
Other	0
Contacts have not been attempted	4.762

(Question 7 continued)

47.6% of the respondents have attempted to make initial contacts with the CETA agency assigned to their area.

19% of the respondents indicated that they encountered difficulties in making these initial contacts with the CETA agency.

The main problems encountered were:

Difficulty in getting information on program activities relevant to your institution	14.286%
Difficulty in getting information on CETA funding patterns relevant to your institution	14.286
Difficulty in getting information on CETA funding processes [i.e., issuance of requests for proposals (RF))]	9.524
Identification of the key CETA planning person with whom you dealt	4.762

4.762% (1) of the respondents indicated that contacts have not been attempted.

8. Are you interested in coordinating future programs with CETA?

yes	0 %
no	4.762
No Response	95.238

Reasons for not coordinating future programs with CETA.

Do not have the time	47.619%
Process too complicated	19.048
Coordination is too costly in terms of manhours	23.810
Coordination would not improve my program	14.286
Technical assistance for coordination not available	14.286
Will continue to utilize CETA students in work status	4.762

(Question 8 continued)

The primary reasons given for not coordinating future programs with CETA are:

1) Lack of time, as stated by 47.6% of the respondents;

2) Coordination too costly in terms of manhours, as stated by 23.8% of the respondetns; and

3) Process too complicated, as stated by 19% of the respondents.

9. Can CETA vocational training programs be offered to the out of school adult in your high school during the regular work day?

Yes, we are presently offering daytime programs.	4.762%
Yes, we are not presently offering daytime programs.	0
No.	9.524

Reasons for not offering adult vocational training programs:

Inadequate facilities	85.714%
Inadequate teaching staff	61.905
Inadequate funds	38.095
Inadequate administrative personnel	47.619
Disciplinary problems created by the adult students	38.095
Undesirable influence of adults on regular students	4.762
Prohibited by local, state, or federal regulations	9.524
Incompatibility of regular students and adults	14.286
All classes are filled to maximum	9.524

Almost all of the above reasons seemed to play a significant role in a school district's decision not to offer adult vocational training programs.

APPENDIX G

Legislation

CETA	Comprehensive Employment and Training Act
Title I of CETA	enumerates organizational, administrative, and general provisions
Title II of CETA	incorporates the former CETA, Title I. establishes a program of financial assistance to state and local governments for comprehensive employment and training services and includes special provisions for statewide services and coordination to be provided by the Governor.
Title III of CETA	defines special national programs and activities and special target groups; Indians, migrants, displaced homemakers youth and summer programs--demonstration and research.
Title IV of CETA	provides for Youth Programs; YIEPP, YETP, Job Corps and summer programs.
Title V of CETA	provides for the continuation of the National Commission for Employment and Training Policy.
Title VI of CETA	provides for countercyclical public service employment.
Title VII of CETA	provides for the Private Sector Initiative Program (PSIP)
Title VIII of CETA	Establishes the Young Adult Conservation Corps.

PSIP - Private Sector Initiative Program (Title VII-CETA)

YACC - Young Adult Conservation Corps (Title VIII-CETA)

YEDPA- Youth Employment and Demonstrations Projects Act of 1977

YEDPA- Title IV of CETA, designed to provide a broad range of coordinated employment and training programs for eligible youth in order to provide effectively for comprehensive employment and training services to improve their future employability and to explore and experiment with alternative methods for accomplishing such purposes.

YIEPP- Youth Incentive Entitlement Pilot Projects (Title IV - CETA)

YETP - Youth Employment and Training Programs (Title IV - CETA)

YCCIP- Youth Community Conservation and Improvement Projects (Title IV - CETA)

APPENDIX H

Definitions

academic credit - credit for education, training, or work experience applicable toward a secondary school diploma, a post secondary degree, or an accredited certificate of completion, consistent with applicable state law, regulation, and policy and the requirements of an accredited educational agency or institution in a state.

Balance-of-State prime sponsor - Department of Labor designated organization which is responsible and accountable for the planning, administration and delivery of CETA programs in all areas of a given state not covered by a local prime sponsor. In Virginia, this is the Virginia Employment Commission.

boundary spanners - these are individuals who perform activities within their own organization while at the same time connecting their own organization with external points of contact. This is usually done through various types of interaction activities, e.g., advisory councils, members of boards, telephone calls, formal communication methods, etc.

CBO - Community-based organization-a private nonprofit organization which is representative of a community or a significant segment of a commuiity and which provides employment and training services (examples: Opportunities Industrialization Centers, the National Urban League, SER-Jobs for Progress, United Way of America, Mainstream, the National Puerto Rican Forum, neighborhood groups and organizations, community action agencies, community development corporations, vocational rehabilitation organizations, rehabilitation facilities, agencies serving youth, union-related organizations, and employer-related nonprofit organizations).

consortium - an entity formed by an agreement among local units of government to plan and operate a comprehensive manpower program.

economically disadvantaged - means a person who (A) receives, or is a member of a family which (i) receives cash welfare payments under a Federal, State, or local welfare program, or (ii) had a family income during the 6-month period prior to application for the program involved which would have qualified such family for such cash welfare payments; (B) has, or is a member of a family which has received a total family income for the 6-month period prior to application for the program involved (exclusive of unemployment compensation and welfare payments) which, in relation to family size, was not in excess of the higher of (i) the poverty level, or (ii) 70 percent of the lower living standard income level; (C) is a foster child on behalf of whom government payments are made; or (D) is a handicapped individual living at home or is institutionalized or receiving services in or is a client of, a sheltered workshop, prison, hospital, or similar institution or in community care.

educational training - a client is within this activity if he/she is enrolled in a classroom training component of CETA-funded program which consists of basic education, remedial education, job-related education, communications training, English as a second language, GED training, or other training which does not provide occupational or technical skills or information required to perform a specific job or group of jobs.

eligible youth (Job Corps and Summer Youth Programs) - an economically disadvantaged youth who is (1) either unemployed, underemployed, or in school, and (2) either age 16 to 21 inclusive, or if authorized under regulations of the Secretary, age 14 to 15 inclusive.

eligible youth (Youth Incentive Entitlement Pilot Projects) - a youth between the ages of 16 and 19 including the income of whose family is at or below the poverty level.

Governor's vocational education - vocational education and services provided by a public or private vocational institution, trade or business school as a part of special grants to governors (CETA Title II).

individual slotting - a client is within this activity if he/she is enrolled in classroom training in a program or educational institution from which an individual training slot has been purchased by CETA.

institutions of higher education - means those institutions defined as institutions of higher education in section 1201(a) of the Higher Education Act of 1965.

LEA - Local Education Agency--a public board of education or other public authority legally constituted within a state for either administrative control over, direction of, or service to public elementary or secondary schools in a city, county, township, school district or other potential subdivisions of a state.

low-income level - means $7,000 with respect to income in 1969, and for any later year means that amount which bears the same relationship to $7,000 as the Consumer Price Index for that year bears to the Consumer Price Index for 1969, rounded to the nearest $1,000.

lower living standard income level - means that income level (adjusted for regional, metropolitan, urban, and rural differences and family size) determined annually and based upon the most recent "lower living family budget".

post secondary institutions - see Institutions of higher education.

prime sponsor - Department of Labor designated local organization which is responsible and accountable for the planning, administration and delivery of CETA programs.

proprietary agency - privately owned agency offered business or technical training to CETA prime sponsors.

public service employment - includes work, including part-time work, in such fields as environmental quality, health care, education, child care, public safety, crime prevention and control, prisoner rehabilitation, transportation, recreation, maintenance of parks, streets, and other public facilities, solid waste removal, pollution control, housing and neighborhood improvements, rural development, conservation, beautification, veterans outreach, and other fields of human betterment and community improvement.

successful link - When the prime sponsor and its counterpart utilize more than one type of linkage activity successfully.

successful linkage - When a prime sponsor and its counterpart utilize only one particular type of linkage, e.g., behavioral, communication, financial, planning, programmatic/operational, policy, and structural.

supportive services - services which are designed to contribute to the employability of participants, enhance their employment opportunities, assist them in retaining employment, and facilitate their movement into permanent employment not subsidized under CETA. Supportive services may include health care, transportation, temporary shelter, child care, and financial counseling and assistance.

transitioned services - services designed to help eligible participants proceed from the school setting to an adequate employment situation. Such services include occupational information, career counseling and placement.

unattached youth - youth presently of school age but not attending an academic institution or accredited alternative school.

underemployed persons - (A) persons who are working part time but seeking full-time work; (B) persons who are working full time but receiving wages not in excess of the higher of either (i) t... poverty level or (ii) 70 percent of the lower living standard income level.

APPENDIX I

Planning Systems

GETC - Governor's Employment and Training Council

BOS/MPC - Balance of State Manpower Planning Council

MPC - Local Manpower Planning Council

NOICC - National Occupational Information Coordinating Committee

SACVE - State Advisory Council for Vocational Education

SMSC - State Manpower Services Council

SOICC - State Occupational Information Coordinating Committee

LAC - Local Advisory Council (Voc. Ed.)

APPENDIX J

Programs

CEP - Concentrated Employment Program

FSB - Federal Supplemental Benefits (extends UI)

JOB - Job Opportunities in the Business Sector-National Alliance of Businessmen

JOP - Jobs Optional Program (MDTA-OJT)

NYC - Neighborhood Youth Corps

OJT - On-the-Job Training

PEP - Public Employment Program (EEA)

PSC - Public Service Careers Program (includes New Careers)

PSE - Public Service Employment (CETA of EEA)

SPEDY - Summer Private Employment for Disadvantaged Youth

STIP - Skill Training Improvement Program

SUA - Special Unemployment Assistance Program

UI - Unemployment Insurance

WE - Work Experience

WIN - Work Incentive Program

APPENDIX K

Organizations and Agencies

AVA - American Vocational Association

BOS - Balance of State

CAA - Community Action Agency

CBO - Community Based Organization

COG - Council of Governments

CSA - Community Services Administration

DHEW - U.S. Department of Health, Education, and Welfare

DOL - U.S. Department of Labor

ES - Employment Service (state agency)

ETA - Employment and Training Administration (DOL)

LEA - Local Educational Agency

NIE - National Institute for Education (DHEW)

NPO - Nonprofit Organization

OE - Office of Education (DHEW)

OEO - Office of Economic Opportunity (now Community Services Administration)

OIC - Opportunities Industrialization Center

PS - Prime Sponsors

SER - Services, Employment, Redevelopment (also Jobs for Progress)

UIS - Unemployment Insurance Service (state agency)

UL - Urban League

VEC - Virginia Employment Commission

VOED - Vocational Education Agency (state or local)

APPENDIX L

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APPENDIX M

LINKAGE BIBLIOGRAPHY

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FORM A

APPENDIX N

Educational Institution Questionnaire

This survey is an attempt to analyze the links between CETA prime sponsors and educational institutions at the local level. In order to accomplish this effectively, it is necessary to know as much as possible about the program coordination that takes place between CETA and educational institutions.

DIRECTIONS: Unless otherwise indicated, each question can be answered by filling in an appropriate rank order number or by checking one of the answers provided.

Please answer all questions as completely as possible. Thank you for your cooperation.

*** *** *** *** *** *** *** *** *** ***

Questions 1-8 refer to the implementation of your Vocational Education ESEA and CETA training program.

1. Does your school district or institution operate any of the following ESEA funded programs? (please check all applicable)

   Evening Adult ____
   ABE/GED ____
   WIN ____
   Vocational Rehabilitation ____
   Vocational Education for Disadvantaged Youth ____
   None of the above ____
   Others (please list) ____

2. Does your school district or institution operate any of the following programs either fully or partially funded through your local CETA prime sponsor or the Virginia Employment Commission - CETA Balance of State Office? (please check all applicable)

   Full Classroom Training ____
   Individual Classroom Training Referral Slots ____
   Special Programs for Target Groups (minorities, handicapped, veterans) please list ________
   ____
   Programs for "in-school" youth ____
   Programs for "out-of-school" youth ____
   Alternative Education Programs ____
   Summer Youth Programs ____
   None of the Above ____
   Other (please list) ____
   ____

(Continued on reverse)

3. What was the public's reaction to these CETA and/or vocational programs? Please circle the response which corresponds most closely to your opinion: VF=Favorable; F=Favorable; U=Unfavorable; VU=Very Unfavorable.

	CETA PROGRAMS				VOCATIONAL PROGRAMS			
	VF (1)	F (2)	U (3)	VU (4)	VF (1)	F (2)	U (3)	VU (4)
a. Students	1	2	3	4	1	2	3	4
b. Teachers	1	2	3	4	1	2	3	4
c. Parents	1	2	3	4	1	2	3	4
d. Administrators	1	2	3	4	1	2	3	4
e. School Board	1	2	3	4	1	2	3	4
f. Other________	1	2	3	4	1	2	3	4
____________	1	2	3	4	1	2	3	4

4. Did you encounter difficulties in contacts with CETA?

___Yes ___No If yes, which of the following problems did you encounter? (check all applicable)

a._____ Location of CETA agency in your area
b._____ Identification of the key CETA planning person with whom you dealt
c._____ Delay in getting an appointment
d._____ Difficulty in getting information on program activities relevant to your institution
e._____ Difficulty in getting information on CETA funding patterns relevant to your institution (Other institutions in the area receiving CETA funds)
f._____ Difficulty in getting information on CETA funding processes (i.e., issuance of requests for proposals (RFP))

5. What have been your major contacts with CETA since your program start-up? (check all applicable)

a._____ Informal telephone contact
b._____ Regular meetings with contract supervisor
c._____ Membership on a committee of the CETA Advisory Council
d._____ Input at public meetings
e._____ Other (explain) ____

____

6. Did you encounter problems getting your program started after you received funding approval?

___Yes ___No If yes, which of the following problems did you encounter? (check all applicable)

a._____ Student recruitment
b._____ Lack of adequate facilities
c._____ Lack of qualified instructors
d._____ Lack of support from higher level administrators
e._____ Other (explain) ____

____

7. Please rank the various aspects of your program from the most successful to the least successful by placing the appropriate numeral in the "rank order" column below. (1-Most Successful, 2-Next, etc.).

CATEGORY	RANK ORDER
Contract Approval	
Funding	
Administration	
Recruitment	
Placement	
Instructional Staff	
Achievement of Students	
Training Facility	
Counseling	
Other	

8. What were the major problems created by the CETA vocational students? (check all applicable)

a._____ Disciplinary problems
b._____ Low academic achievement
c._____ High drop-out rate
d._____ High rate of absenteeism
e._____ Damage to facilities
f._____ None
g._____ Other (please list) ______________________________
h._____ Not applicable

What are your suggestions for eliminating future implementation problems?

____

____

9. What were the major problems created by the YEDPA students? (check all applicable)

a._____ Disciplinary problems
b._____ Low academic achievement
c._____ High drop-out rate
d._____ High rate of absenteeism
e._____ Damage to facilities
f._____ None
g._____ Other (please list) ______________________________
h._____ Not applicable

What are your suggestions for eliminating future implementation problems?

____

____

(Continued on reverse)

Questions 10-11 refer to CETA program funding.

10. Did you encounter problems with the initial funding of your CETA program?

___Yes ___No If yes, please indicate which ones.

a._____ Delayed contract approval
b._____ A reduction in the amount of funds required
c._____ A lack of advanced funding
d._____ Other (please list) ______________________________
e._____ Not applicable

11. Was the funding level adequate in the following areas?

a. Admininstration _____
b. Skill training _____
c. Recruitment and placement _____
d. Supplies and materials _____
e. Utilities _____
f. Equipment _____
g. Other (please list) ______________________________
h. Not applicable ___

Questions 12-15 refer to coordination activities between your institution and CETA.

12. Please rank the various linkage activities carried on between your institution and CETA from the most successful to the least successful by placing the appropriate numeral in the "rank order" column below. (1-Most Successful; 2-Next, etc.) Enter N/A next to any activity not carried on by your institution.

ACTIVITY	RANK ORDER
Contacts and relationship between your program and the CETA contact person you deal with	
Relationship between your institution's officials and the CETA agency	
Communication methods	
Information exchange meetings	
Joint program planning (prior to contract approval)	
CETA Advisory Council membership	
CETA Youth Council membership	
Usage of CETA and your institutional funds for program activities	
Ongoing program planning meetings (during contracted activities)	
Joint program evaluation	

Others (please specify)

____

____

13. From your point of view, which of the following items create barriers to your institution's coordination of planning and programming activities with CETA? Indicate your responses by placing the appropriate numeral in the "rank order" column below (1-Most Difficult, 2-Next Most Difficult, etc.). Enter N/A next to any category not applicable to your institution.

PROBLEM CATEGORY	RANK ORDER
a. Communication methods	
b. No time or manpower to coordinate	
c. Political relationships	
d. Lack of appropriate incentives	
e. General resistance to change	
f. Goal incongruence	
g. Inadequate funding	
h. Lack of information exchange	
i. Planning cycle problems	
j. Confusing/conflicting rules and regulations	
k. Inadequate technical assistance	
l. Turf-vested interests	
m. Internal problems (staffing deficiences or training inadequacies)	

14. What are your recommendations for eliminating future coordination problems?

(Continued on reverse)

15. How severely were your CETA programs affected by the factors listed below? Please circle the response which corresponds most closely to your opinion: N=None, S=Somewhat, M=Moderately, VM=Very Much.

	CETA PROGRAMS			
	N (1)	S (2)	M (3)	VM (4)
a. Inadequate planning data	1	2	3	4
b. Inadequate planning time	1	2	3	4
c. Delayed contract approval	1	2	3	4
d. Reduction in the amount of funds requested	1	2	3	4
e. Lack of funds for administration	1	2	3	4
f. Lack of funds for equipment	1	2	3	4
g. Inadequate funds for supplies and materials	1	2	3	4
h. Difficulty recruiting students	1	2	3	4
i. Lack of interest on the part of students	1	2	3	4
j. Disciplinary problems created by students	1	2	3	4
k. Low academic achievement of students	1	2	3	4
l. High drop-out rate of students	1	2	3	4
m. Difficult to place students in meaningful employment situations	1	2	3	4
n. Lack of adequate training facilities	1	2	3	4
o. Lack of qualified instructors	1	2	3	4
p. Lack of qualified administrative personnel	1	2	3	4
q. Lack of sufficient time to do paperwork	1	2	3	4
r. Uncooperative attitude of administrative personnel	1	2	3	4
s. Uncooperative attitude of teachers	1	2	3	4
t. Other (please list)	1	2	3	4
	1	2	3	4
	1	2	3	4
	1	2	3	4

FORM B

APPENDIX O

Educational Institution Questionnaire

This survey is an attempt to analyze the feasibility of incorporating CETA or YEDPA funded training programs into educational institutions presenting or carrying on vocational/skill training programs which presently do not have CETA programs.

DIRECTIONS: Unless otherwise indicated, each question can be answered by circling an appropriate number or by checking one of the answers provided.

Please answer all questions as completely as possible. Thank you for your cooperation.

*** *** *** *** *** *** *** *** *** ***

1. Does your school district or institution operate any of the following ESEA funded programs?
(please check applicable)

Evening Adult _____
ABE/GED _____
WIN _____
Vocational Rehabilitation _____
Vocational Education for Disadvantaged Youth _____
None of the above _____
Others (please list) ________________________________

2. What was the public's reaction to these vocational programs? Please circle the response which corresponds most closely to your opinion: VF=Very Favorable; F=Favorable; U=Unfavorable; VU=Very Unfavorable.

	VOCATIONAL PROGRAMS			
	VF (1)	F (2)	U (3)	VU (4)
a. Students	1	2	3	4
b. Teachers	1	2	3	4
c. Parents	1	2	3	4
d. Administrators	1	2	3	4
e. School Board	1	2	3	4
f. Other	1	2	3	4
______________	1	2	3	4
______________	1	2	3	4
g. Adult program not available ___				

(Continued on reverse)

3. What were the major problems created by the adult vocational students? (check all applicable)

a._____ Disciplinary problems
b._____ Low academic achievement
c._____ High drop-out rate
d._____ High rate of absenteeism
e._____ Damage to facilities
f._____ None
g._____ Other (please list) ____
h._____ No evening adult programs administered

What are your suggestions for eliminating future implementation problems?

____

____

4. Have you ever been contacted by other organizations or institutions (ex., Urban League, Vocational Rehabilitation organizations) seeking your permission to sponsor CETA programs in your facility?

___Yes ___No (If your answer in no, please enter N/A for question 5).

5. Did you permit any institution to sponsor CETA programs in your facility?

___Yes ___No ___N/A

If no, what reason did you give for refusing?

____

____

6. Have you attempted any initial contacts with the CETA agency assigned to your area? (If your answer is no, please enter N/A for question 7).

___Yes ___No

7. Did you encounter difficulties in making these initial contacts with the CETA agency?

___Yes ___No ___N/A If yes, which of the following problems did you encounter? (check all applicable)

a._____ Location of CETA agency in your area.
b._____ Identification of the key CETA planning person with whom you dealt
c._____ Delay in getting an appointment
d._____ Difficulty in getting information on program activities relevant to your institution
e._____ Difficulty in getting information on CETA funding patterns relevant to your institution
f._____ Difficulty in getting information on CETA funding processes (i.e., issuance of requests for proposals (RFP))
g._____ Other (please specify)
h._____ Contacts have not been attempted

8. Are you interested in coordinating future programs with CETA?

___Yes ___No If no, please indicate the reason. (check all applicable)

a._____ Do not have the time
b._____ Process too complicated
c._____ Coordination is too costly in terms of manhours
d._____ Coordination would not improve my program
e._____ Technical assistance for coordination not available
f._____ Other (please list) ____

____

9. Can CETA vocational training programs be offered to the out-of-school adult in your high school during the regular work day?

___Yes, we are presently offering daytime programs

___Yes, we are not presently offering daytime programs

___No If no, please indicate the reason (check all applicable)

a._____ Inadequate facilities
b._____ Inadequate teaching staff
c._____ Inadequate funds
d._____ Inadequate administrative personnel
e._____ Disciplinary problems created by the adult students
f._____ Undesirable influence of adults on regular students
g._____ Prohibited by local, state, or federal regulations
h._____ Incompatibility of regular students and adults
i._____ Other (please list) ____

____

APPENDIX P

SURVEY A PARTICIPANTS - FORM A

SURVEY A PARTICIPANTS

Accomack County
Director of Vocational Education
Accomack, VA 23301

Alexandria City Public Schools
Department of Vocational Education
CETA Base
3330 King Street
Alexandria, VA 22302

Amherst County School Board
Director of Personnel
P.O. Box 469
Amherst, VA 24521

Appomattox County School Board
Director of Vocational Education
P.O. Box 548
Appomattox, VA 24522

Arlington County
Director, Adult, Vocational and
Career Education
2700 South Long Street
Arlington, VA 22206

Augusta County Public Schools
School Superintendent
Box 1268
Staunton, VA 24401

Bath County Public Schools
Assistant Superintendent of
Vocational Education
P.O. Box 67
Warm Springs, VA 24484

Bedford County
Director of Vocational Education
310 S. Bridge St.
Bedford, VA 24523

Bland County
Director of Vocational Education
Box 128
Bland, VA 24315

Botetourt County School Board
Coordinator of Federal Programs-
Transportation
Fincastle, VA 24090

City of Bristol
Director of Vocational Education
222 Oak St.
Bristol, VA 24201

Brunswick County Public Schools
Division Superintendent
P.O. Box 306
Lawrenceville, VA 23868

Buckingham County Schools
Director of Vocational Education
Buckingham, VA 23921

Buena City Public Schools
School Superintendent
2039 Sycamore Avenue
Buena Vista, VA 24416

Campbell County Schools
Division Superintendent
Rustburg, VA 24588

Caroline County
Director of Vocational Education
P.O. Box 529
Bowling Green, VA 22427

Carroll County
Division Superintendent
Box 456
Hillsville, VA 24343

Central Virginia Community College
Coordinator of Research and Planning
City of Lynchburg, VA 24505

Charles City County
Director of Vocational Education
Rt. 2, Box 4-A
Charles City, VA 23030

Clarke County
Director of Vocational Education
P.O. Box 351
Berryville, VA 22611

City of Clifton Forge
Director of Vocational Education
P.O. Box 612
Clifton Forge, VA 24422

Town of Colonial Beach
Director of Vocational Education
300 Garfield Ave.
Colonial Beach, VA 22443

City of Colonial Heights
Director of Vocational Education
512 Boulevard
Colonial Heights, VA 23834

City of Covington
Director of Vocational Education
340 E. Walnut St.
Covington, VA 24426

Craig County
Director of Vocational Education
P.O. Box 245
New Castle, VA 24127

Culpeper County
Director of Vocational Education
Box 631
Culpeper, VA 22701

Cumberland County
Director of Vocational Education
Cumberland, VA 23040

Dabney S. Lancaster Community College
Director of Vocational Education
Route 60, West
Clifton Forge, VA 24422

Danville Public Schools
Coordinator of Adult Education
313 Municipal Building
Danville, VA 24541

Eastern Shore Community College
Director of Vocational Education
P.O. Box C
City of Melfa, VA 23410

City of Emporia
Director of Vocational Education
P.O. Box 1156
Emporia, VA 23847

Essex County Public Schools
Assistant Superintendent of
Federal Programs
P.O. Box 756
Tappahannock, VA 22560

Fairfax County Public Schools
Director, Vocational and Adult
Education
Willston Instructional Center
6131 Willston Drive
Falls Church, VA 22044

Fauquier County
Director of Vocational Education
Division of Vocational and
Continuing Education
10 Hotel St.
Warrenton, VA 22186

City of Franklin
Director of Vocational Education
800 W. 2nd Ave.
Franklin, VA 23851

Franklin County
Director of Vocational Education
146 Main St.
Rocky Mount, VA 24151

Frederick County
Director of Vocational Education
36 Whitlock Ave.
Winchester, VA 22601

Fredericksburg City Public Schools
Director of Vocational Education
Fredericksburg, VA 22401

Town of Fries
Director of Vocational Education
P.O. Box 219
Independence, VA 24348

City of Galax
Director of Vocational Education
P.O. Box 855
Galax, VA 24333

Giles County
Director of Vocational Education
Rt. 1, Box 86
Pearisburg, VA 24134

Gloucester County Schools
Assistant Superintendent, Administration
Box 770
Gloucester, VA 23061

Goochland County Public Schools
Director of Vocational Education
P.O. Box 39
Goochland, VA 23063

Grayson County Schools
Director of Vocational Education
P.O. Box 219
Independence, VA 24348

Greensville County School Board
Emporia City School Board
Division Superintendent
P.O. Box 1156
Emporia, VA 23847

Halifax County/South Boston
School System
Director of Vocational Education
P.O. Box 805
Halifax, VA 24558

City of Hampton
Director of Vocational Education
P.O. Box 370
Hampton, VA 23669

Hanover County Schools
Director of Vocational Education
200 Berkley St.
Ashland, VA 23005

Henrico County Schools
Director of Vocational and
Adult Education
P.O. Box 40
Highland Springs, VA 23075

Henry County Public Schools
Supervisor of Adult Education
P.O. Box 958
Collinsville, VA 24078

Highland County
Director of Vocational Education
P.O. Box 247
Monterey, VA 24465

Isle of Wight County Schools
Youth In-School Program Coordinator
Isle of Wight, VA 23397

J. Sargeant Reynolds Community College
Director of Vocational Education
P.O. Box 12084
Richmond, VA 23241

James City-Williamsburg
Director of Vocational Education
Box 179
Williamsburg, VA 23185

King and Queen County
Director of Vocational Education
P.O. Box 97
King and Queen Courthouse, VA 23085

King George County
Director of Vocational Education
King George, VA 22485

King William County School Board
Director of Federal Programs
King William, VA 23086

Lancaster County School Board
Director of Vocational Education
P.O. Box 250
Irvington, VA 22480

Lee County
Director of Vocational Education
Box 98
Jonesville, VA 24263

City of Lexington
Director of Vocational Education
300 E. Washington St.
Lexington, VA 24450

Loudoun County Public Schools
Director of Vocational and Adult
Education
30 W. North St.
Leesburg, VA 22075

Lunenburg County
Director of Vocational Education
Drawer X
Victoria, VA 23974

Lynchburg Public Schools
Superintendent of Schools
P.O. Box 1599
Lynchburg, VA 24505

Madison County
Director of Vocational Education
Box 344
Madison, VA 22727

City of Manassas School Board
Coordinator of Teacher Aide Trainees
9108 Church St.
Manassas, VA 22110

City of Manassas Park
Director of Vocational Education
8462 Sandstone Way
Manassas Park, VA 22110

City of Martinsville
Director of Vocational Education
Box 5548
Martinsville, VA 24112

Mathews County
Director of Vocational Education
Box 368
Mathews, VA 23109

Montgomery County School Board
Superintendent of Vocational Education
P.O. Box 29
Christiansburg, VA 24073

Mountain Empire Community College
Engineering and Industrial Technology
Drawer 700
Big Stone Gap, VA 24219

New Kent County
Director of Vocational Education
Box 110
New Kent, VA 23124

Newport News Public Schools
Director of Vocational Education
12465 Warwick Boulevard
City of Newport News, VA 23606

City of Norfolk
Director of Vocational Education
Box 1357
800 E. City Hall Ave.
Norfolk, VA 23510

Northampton County Public Schools
Administrative Assistant
Eastville, VA 23347

Northern Virginia Community College
Coordinator of Grant Development
8333 Little River Turnpike
City of Annandale, VA 22003

Northumberland County
Director of Vocational Education
P.O. Box 258
Heathsville, VA 22473

City of Norton
Director of Vocational Education
Box 498
Norton, VA 24273

Nottoway County
Director of Vocational Education
Nottoway, VA 23955

Orange County
Director of Vocational Education
Box 349
Orange, VA 22960

Page County Public Schools
Job Placement Counselor
Job Placement Office
Post Office Building
Luray, VA 22835

Patrick Henry Community College
Patrick Henry County
Director of Continuing Education
Martinsville, VA 24112

Petersburg Public Schools
Director of Vocational and
Adult Education
633 W. Washington St.
Petersburg, VA 23803

Powhatan County
Director of Vocational Education
Box 39
Powhatan, VA 23139

Prince Edward County Public Schools
Director of Vocational Education
P.O. Box 427
Farmville, VA 23901

Prince George Schools
CETA, Project Director
P.O. Box 8
Prince George, VA 23875

Prince William County Schools
Director of Vocational Education
Box 389
Manassas, VA 22110

Pulaski County
Director of Vocational Education
Box 231
Pulaski, VA 24301

Radford City Schools
Director of Vocational Education
1612 Wadsworth St.
Radford, VA 24141

Rappahannock County Public Schools
Superintendent of Schools
Box 3232
Sperryville, VA 22740

Richmond Public Schools
Director of Vocational Education
301 North Ninth St.
Richmond, VA 23219

Roanoke City Schools
Director of Vocational Education
P.O. Box 13145
Roanoke, VA 24031

Roanoke County Schools
Director of Vocational and Adult
Education
526 College Ave.
Salem, VA 24153

Rockbridge County
Director of Vocational Education
417 Morningside Dr.
Lexington, VA 24450

Rockingham County
Harrisonburg City Public Schools
P.O. Box 551
317 South Main St.
City of Harrisonburg, VA 22801

Russell County
Director of Vocational Education
Lebanon, VA 24266

Town of Saltville
Director of Vocational Education
Drawer 987
Marion, VA 24354

Scott County Vocational Center
Director of Vocational Education
P.O. Box 698
Gate City, VA 24251

Smyth County Public Schools
Supervisor of Secondary Education
Drawer 987
Marion, VA 24354

City of South Boston-Halifax County
Director of Vocational Education
P.O. Box 805
Halifax, VA 24558

Southampton County
Director of Vocational Education
Courtland, VA 23837

Stafford County Public Schools
Superintendent of Schools
Rt. 2, Box 20-A
Stafford, VA 22554

Staunton City Schools
Superintendent of Schools
Box 2626
Staunton, VA 24401

City of Suffolk
Director of Vocational Education
Box 1549
Suffolk, VA 23434

Surry County School Board
Administrative Assistant
of Special Education
P.O. Box 317
Surry, VA 23883

Sussex County Schools
Superintendent of Schools
Sussex, VA 23884

Tidewater Community College
Director of Continuing Education
and Community Services
Portsmouth, VA 23703

Thomas Nelson Community College
Director of Vocational Education
P.O. Box 9407
City of Hampton, VA 23670

Virginia Beach City Public Schools
YETP Career Counselor
Career Development Center
P.O. Box 6038
Virginia Beach, VA 23456

Washington County Skills Center
Director of Vocational Education
Route 8, Box 11
Abingdon, VA 24210

City of Waynesboro
Director of Vocational Education
301 Pine Ave.
Waynesboro, VA 22980

Town of West Point
Director of Vocational Education
King William, VA 23086

City of Winchester
Director of Vocational Education
Joint Committee for Control
Dowell J. Howard Vocational Center
1555 Valley Mill Road
Winchester, VA 22601

Wise County
Director of Vocational Education
Wise Skills Center
Box 690
Wise, VA 24273

Wythe County Schools
Administrative Assistant
P.O. Box 554
Wytheville, VA 24382

Wytheville Community College
Clerk of WCC CETA Grants
1000 East Main Street
Wytheville, VA 24382

York County Public Schools
Director of Vocational Education
302 Dare Road
Grafton, VA 23692

APPENDIX Q

SURVEY B PARTICIPANTS - FORM B

SURVEY B PARTICIPANTS

Alleghany County
Division Superintendent of Schools
330 N. Court Ave.
Covington, VA 24426

Amelia County
General Supervisor of Elementary
Education
P.O. Box 167
Amelia, VA 23002

Buchanan County
Director of Vocational Education
Box 833
Grundy, VA 24614

Cape Charles
Superintendent
23 N. Park Row
Cape Charles, VA 23310

Charlotte County
General Supervisor
Maintenance and Operation-Transportation
P.O. Box 387
Charlotte Courthouse, VA 23923

Chesapeake Public Schools
Director of Research
School Administration Building
P.O. Box 15204
Chesapeake, VA 23320

Dickenson County
Director of Vocational Education
Dickenson County Schools
Clintwood, VA 24228

Dinwiddie County
Director of Vocational Education
Box 7
Dinwiddie, VA 23841

Falls Church
Division Superintendent of Schools
419 W. Broad St.
Falls Church, VA 22046

Fairfax
Division Superintendent of Schools
City Hall
Fairfax, VA 22030

Floyd County
Director of Vocational Education
Route 1, Box 4-A
Floyd, VA 24091

Fluvanna County Public Schools
Coordinator of Vocational Education
P.O. Box 94
Palmyra, VA 22963

Greene County
Director of Vocational Education
Greene County Technical Education
Center
P.O. Box 98
Stanardsville, VA 22973

Hopewell
Administrative Assistant
Hopewell Public Schools
Office of the Superintendent
Hopewell, VA 23660

Louisa County Public Schools
Director of Vocational Education
Box 7
Mineral, VA 23117

Mecklenburg County
Director of Vocational Education
P.O. Box 190
Boydton, VA 23917

Middlesex County
Assistant Superintendent
Saluda, VA 23149

Nelson County
Director of Vocational Education
Lovingston, VA 22949

Patrick County Public Schools
Administrative Assistant
P.O. Box 346
Stuart, VA 24171

Pittsylvania County Schools
Director of Vocational Education
P.O. Box 232
Chatham, VA 24531

Poquoson
Finance Officer
P.O. Drawer 2068
Poquoson, VA 23662

Roanoke-Salem City
Director of Federal Programs
526 College Ave.
Salem, VA 24153

Shenandoah County School Board
Director of Vocational Education
West Court Street
Woodstock, VA 22664

Spotsylvania
Director of Vocational Education
Box 338
Spotsylvania, VA 22553

Tazewell
Director of Vocational Education
Box 469
Tazewell, VA 24651

Warren County
Supervisor of Vocational Education
Box 1089
Front Royal, VA 22630

Westmoreland County School Board
Director of Vocational Education
Montross, VA 22520

APPENDIX R

INTERVIEW SURVEY I

I STATISTICAL/DEMOGRAPHIC DATA FOR PRIME SPONSOR

1. Prime Sponsor ____________________

a. (Circle appropriate entity)
Urban
Rural
City prime sponsor
County prime sponsor
Consortium prime sponsor
B.O.S. Regional Office
B.O.S.

b. Where is it found? (i.e., City Manager's Office of Planning, Mayor's Office) ____

c. FY '79 Allocations

Title II (Comprehensive Services)

Title III (Target Groups)

Title IV (Youth Programs)

Title VI (Public Service Employment)

Title VII (Private Sector Initiative Program)

Title VIII (Young Adult Conservation Corp)

d. Description of staff

e. Institutions it works with (indicate number)

Ed ______

CBO's ______

Propriatory Schools ______

Private ______

2. Demographics

a. Population ______

b. Growth rate ______

c. Unemployment rate (total) ______

Minorities ______

Youth ______

d. Any minority or target group statistics

Black ______

Native American ______

Mexican American ______

Vietnamese ______

Other ______

e. Total school age youth population (16-21) ______

unattached ______

in-school ______

below 70% of the lower living standard
(i.e., those eligible for YEDPA) ______

f. Numbers of Youth Served:

Title II ______

YEDPA ______

YCCIP ______

CETA/LEA ______

Other Components ______

3. CETA Contractors

Major Contractor(s) for CETA youth programs (describe services provided)

Intake

Assessment

Referral

Supportive

Youth Worksites

Training

No. school districts (LEAs) list

No. other educational institutions (community colleges) list

No. contracts per institutions List types

II PRIME SPONSOR FORMAT

1. What do you consider your most important communication strategy in dealing with educational institutions?

    a. Direct communication by you as to the availability of funding resources and program and training needs?

    b. Communication with you by the educational institution as to the availability of training resources and facilities at their institutions?

    c. Combination of A and B?

    d. Communication through the manpower advisory council?

    e. Combination of A, B, and D?

2. What are your perceptions of the local manpower advisory council as a vehicle for CETA-EDUC. coordination?

    a. Are the recommendations of educational representatives made through the council perceived by you as being more influential on you than they would be coming through council channels than not?

    b. What is the level of communication between the local manpower council and local vocational education advisory councils in the area?

3. Do you think boundary spanners play a vital role in eliminating communication gaps between CETA and Education?

4. Do you deal with educational institutions in a rather unstructured, informal way leading to formalization of planning or is the majority of your communications done in a systematic and formal manner? (Informal - telephone contacts, informal meetings; Formal - RFP's, formalized meetings.)

5. How would you rate the following in terms of being necessary for a functional linkage between you and the educational institutions you work with?
   Are they contributing factors in successful working linkage?

   a. Working relationship with education personnel?

   b. A balanced need on both sides for each other's services, facilities and resources?

6. Can you think of other factors contributing to your coordination with Education?

Information Exchange

7. What types of information do you exchange with Educational Institutions?

Reports: (list specific items)

Resources - money/participants:

Goals and objectives:

Rules and regulations:

8. Are there specific types of information from Educational Institutions that would be helpful to your agency if they were accessible?

Supply date - students graduating with voc. ed. skills?

Facilities?

Funding resources?

Others?

Is the information you would like to have from the Educators not now accessible and collectable?

9. Do you use labor market information, area/community skill needs etc. supplied by educational institutions or agencies or prefer some other source? (name the source?)

10. Is the information supplied by Educational Institutions:

    a. Timely?

    b. Gathered in a form best suited for your needs?

    c. Precise? Is it the data that you are looking for?

    d. Complete?

    e. Definitionally similar to your agency? (Disadvantaged, vocational education)

Planning

11. What are the various planning activities you are presently involved in with educational institutions? (When I talk about planning I mean a consideration of the objectives of each organization and weighing costs and benefits of alternative activities that could include both organizations.)

Examples: Outreach
Planning meetings
Proposal workshops

a. Does your joint planning include discussion of training needs for the area labor market?

b. Does your joint planning include discussion on course content?

12. What do you consider the major obstacles encountered in setting up agreements with the LEA's? (With Community Colleges?)

    a. Boundary difficulties (whom do you serve)

    b. Differences in goals and objectives

    c. Personalities

    d. Turf problems

    How are these differences resolved?

13. Do the differences in planning cycles create barriers to coordination? If so, how do you think these barriers can be overcome?

14. Do you consider the following activities and relationships important to successful activities and programs carried out by you and the education institutions you deal with (ask for a yes/no answer and an explanation of the answer).

ACTIVITY

a. Contacts and relationship between you and the Education contact person you deal with in each educational institution

1.
2
3

b. Relationship between school (community college) officials and the CETA agency

c. Communication methods

d. Information exchange meetings

e. Joint program planning (prior to contract approval)

ACTIVITY

f. CETA Advisory Council membership held by the educational institution

g. CETA-Youth Council membership held by the educational institution

h. Joint usage of CETA and Education funds for program activities

i. Ongoing program planning meetings (during contracted activities)

j. Joint program evaluation

k. Others

15. In your opinion, what are the major disincentives for dealing with educational institutions?

16. From your point of view, which of the following items create barriers to your agency's coordination of planning and programming activities with education? (Check appropriate categories and ask for an explanation of any categories checked)

PROBLEM CATEGORY
a. Communication methods
b. No time or manpower to coordinate
c. Political relationships
d. Lack of appropriate incentives
e. General resistance to change
f. Goal incongruence
g. Inadequate funding
h. Lack of information exchange
i. Planning cycle problems
j. Confusing/conflicting rules and regulations
k. Inadequate technical assistance
l. Turf-vested interests
m. Internal problems (staffing deficiencies or training inadequacies)

17. What are your recommendations for eliminating future coordination problems?

APPENDIX S

INTERVIEW SURVEY II

I STATISTICAL/DEMOGRAPHIC DATA FOR EDUCATIONAL INSTITUTIONS

1. Educational Entity (Circle)
    - a. County School District
    - b. City/Town School District
    - c. Voc. Tech. Skill Center
    - d. Community College
    - e. Other __________________
2. Individual being (to be) interviewed (name/position):

    ____
3. His/Her activities with regard to CETA activities (Circle)
    - a. Director of Voc Ed.
    - b. School Superintendent
    - c. Skill Center Principal
    - d. Principal Contact person for P. S.
    - e. Member of AMPC or other CETA Committee
      Specific Committee in AMPC __________
    - f. Other ________________________________
4. School District Statistical Data
    - a. Total school age youth population (16-21) ______
    - b. Total unattached youth ______
    - c. Total in-school youth ______
    - d. Daily school attendance (percent) ______%
    - e. Total enrollment considered poverty youth ______
    - f. Total enrollment below 85% of the lower living standard (i.e., eligible to participate in YEDPA youth programs) ______
    - g. Total enrollment now participating in a CETA program ______
5. School District Demographics (of school-age youth population)
    - a. Minority or target group population (percent or figures)

      Black ______
      Native American ______
      Mexican American ______
      Other (Vietnamese, etc.) ______

6. PRE-YEDPA CETA Contracting

   a. Prime Sponsor/B.O.S. Regional Office ____________________

   b. Individual most often contacted ________________________

   c. Type of Contract (PSE, 5% Voc. Ed., Title I-classroom training)

   ____

   d. Program (Class vs. Individual referral) ________________

   e. Position (if PSE) ____________________________________

   f. Activities or Services Provided

      Counseling
      Placement
      Voc. Ed. Training
      Special Programs

   g. Funding ($dollars for program, contract) ________________

7. Subcontracting from prime sponsor contractors (i.e., CBO, CAAS)

PreContract/Agreement Activities

8. Can you describe the major steps taken in applying for CETA funds from a prime sponsor?

Example:
1. Find out who your prime sponsor is;
2. Find out who the prime sponsor's CETA planner is;
3. Make an appointment to talk with the planner;
4. Talk with the planner;
5. Become familiar with CETA in the area (council, public hearings);
6. Find out the CETA funding method for your area;
7. Determine the method for submitting your funding application;
8. Complete & submit your application;
9. Be visible & active on a year-round basis (ex. council representative).

9. Problems encountered with your major steps taken in applying for CETA funds from a prime sponsor.

10. Description of CETA/LEA Agreement (The following information can be obtained in a copy of the CETA/LEA Agreement. If a copy cannot be obtained, the information must be completed during the interview)

    a. Structure and Content of Agreement - obtained from copying

    b. Financial Aspects   Financial
    Non-Financial

    c. Date Signed ______
    Implementation Date ______

    d. No. of participants served (to be served): ______
    Eligibility descriptions:

    e. Supportive Services:

    f. Transitional Services:
        Occupational Information
        Career Counseling
        Placement

    g. Provision for Academic Credit

    h. Program Innovations
        Alernative Education Programs
        Potential Dropouts
        Special Needs
        Non-college bound
        Open Entry-Open Exit (Very Important)

II EDUCATION INTERVIEW FORMAT

Communication

1. What do you consider your most important communication strategy in dealing with the prime sponsor?

    a. Communication by you as to the availability of training resources and facilities at their institutions?

    b. Direct communication from the prime sponsor as to the availability of funding resources and program and training needs?

    c. Combination of A and B?

    d. Communication through a seat on the manpower advisory council?

    e. Combination of A, B, and D?

2. What are your perceptions of the local manpower advisory council as a vehicle for CETA-EDUC. coordination?

    a. Are your recommendations as educational representatives made through the council perceived as being more influential coming through council channels than not?

3. Do you think boundary spanners play a vital role in eliminating communication gaps between CETA and Education? (i.e., council cross-representatives contact people etc.)

4. Do you deal with the prime sponsor in a rather unstructured, informal way leading to formalization of planning or is the majority of your communications done in a systematic and formal manner? (Informal - telephone contacts, informal meetings; Formal - RFP's, formalized meetings.)

5. How would you rate the following in terms of being necessary for a functional linkage between you and the prime sponsor you work with? Are they contributing factors in successful working linkage?

   a. Working relationship with employment and training personnel?

   b. A balanced need on both sides for each other's services, facilities and resources?

   c. Can you think of other factors contributing to your coordination?

6. What other organizational contacts do you have when planning or carrying out CETA activities?

   a. Community-Based Organizations?

   b. State Level conduct with Educational Agencies providing technical assistance?

7. Could you or do you know other educational institutions or agencies that could be benefited from;

   a. A type of communication workshop addressing appropriate channels, methods, and means of dealing with employment and training offices?

   b. A unit at the state level whose duties specifically include information sharing, technical assistance and institutional brokering between CETA and Education?

Information Exchange

8. Are there specific types of information you supply to the prime sponsor?

   Supply date - students graduating with voc. ed. skills?

   Facilities?

   Funding resources?

   Others?

9. What is your most difficult problem area in supplying information to the prime sponsor?

   a. Marginal Cost - Too costly with regard to your time and resources needed to obtain it.

   b. Paperwork - Too much paperwork involved in program reporting.

   c. Timeliness - Difficulty in finding up-to-date data.

   d. Accuracy - Difficulty in finding accurate or appropriate data.

   e. Difinitionally similar to your institution.

10. What types of information are supplied to you by the prime sponsors?

Reports: (list specific items)

Labor market information:

Resources - money/participants:

Area/Community skill needs:

Goals and objectives:

Rules and regulations:

11. Is there specific information that would be helpful to you in setting up program plans that is not now accessible?

a. Labor/Skill demand data

b. Rules/Regulations

c. Funding Possibilities

d. Others

Planning

12. What are the various planning activities you are presently involved in with the prime sponsors? (When I talk about planning I mean a consideration of the objectives of each organization and weighing costs and benefits of alternative activities that could include both organizations.)

    Examples: Outreach
    Planning meetings
    Proposal workshops

13. What do you consider the major obstacles encountered in setting up agreements with the prime sponsors?

    a. Boundary difficulties (whom do you serve)

    b. Differences in goals and objectives

    c. Personalities

    d. Time restraints

    e. Turf problems

    f. Paperwork

    How are these differences resolved?

14. Do the differences in planning cycles create barriers to coordination?

    If so, how do you think these barriers can be overcome?

    What level of joint planning can be achieved in the face of planning cycle problems?

15. Do you see an increased planning cycle for CETA as a vehicle for better coordination with Education?

Programming

(A description of program activities should already be compiled)

16. Are you aware of any internal institutional restraints that make it difficult for you to increase your planning activities with prime sponsors?

    a. Lack of facilities

    b. Lack of faculty and staff

    c. Lack of support by higher school officials

    d. Inability to offer open-entry, open-exit programs

    e. Others

Linkage Activities

17. Do you consider the following activities and relationships important to successful activities and programs carried out by you and the prime sponsor you deal with (ask for a yes/no answer and an explanation of the answer).

ACTIVITY

a. Contacts and relationship between you and the prime sponsor with whom you deal

b. Relationship between school (community college) officials and the CETA agency

c. Communication methods

d. Information exchange meetings

e. Joint program planning (prior to contract approval)

f. CETA Advisory Council membership if held by your institution

ACTIVITY

g. CETA-Youth Council membership if held by your institution

h. Joint usage of CETA and Education funds for program activities

i. Ongoing program planning meetings (during contracted activities)

j. Joint program evaluation

k. Others

18. In your opinion, what are the major disincentives for dealing with CETA funding?

19. From your point of view, which of the following items create barriers to your institution's coordination of planning and programming activities with CETA? (Check appropriate categories and ask for an explanation of any categories checked)

PROBLEM CATEGORY

a. Communication methods

b. No time or manpower to coordinate

c. Political relationships

d. Lack of appropriate incentives

e. General resistance to change

f. Goal incongruence

g. Inadequate funding

h. Lack of information exchange

i. Planning cycle problems

j. Confusing/conflicting rules and regulations

k. Inadequate technical assistance

l. Turf-vested interests

m. Internal problems (staffing deficiencies or training inadequacies)

20. What are your recommendations for eliminating future coordination problems?

APPENDIX T

ON-SITE INTERVIEW NARRATIVES

Prime Sponsors

FAIRFAX-LOUDOUN CONSORTIUM

PRIME SPONSOR

STATISTICAL/DEMOGRAPHIC DATA

Program Description

The subject of this interview is the administrator of the prime sponsor for the Fairfax-Loudoun Consortium, which lies in the northeastern corner of Virginia. There are four separate political jurisdictions within the consortium area. They are Fairfax County, Loudoun County, Fairfax City and Falls Church City.

For fiscal year 1979 this consortium offered the following CETA programs:

1) TITLE II: $3,537,448 which is expected to serve 1,612 persons;

2) TITLE III: $214,029 which will complete the training of 26 STIP participants;

3) TITLE IV: About $655,000 which will provide summer employment for 650 young people; $325,267 for youth employment and training involving 260 participants; and $129,652 for conservation and improvement projects employing 57 youth; and

4) TITLE VI: $2,878,802 for 140 individual positions and 167 project positions.

Administratively the programs are overseen by the Fairfax County Department of Manpower Services located in the city of Fairfax. The delivery of services is accomplished through three services offices. Services offered include intake, assessment, counseling, job development, job placement, and supportive services, such as transportation and day care.

Except for basic education classes, which are conducted at the pretraining center, most training for CETA participants is conducted under contract. The primary contractors are at Fort Belvoir, Arlington Vocational Education Facility, Wilson School in Arlington (where the

Center for the Foreign Born operates its program), and the VO-TECH center in Leesburg. Most recently the Northern Virginia Community College has become a major service provider, thus contracting to conduct a variety of training classes. Private schools in the area train CETA participants on an individual referral basis.

The resident population for the area is expected to reach 659,100 during fiscal year 1980. This is an increase of 25.6 percent since 1970 or an average of 2.6 percent over the 10-year span. There has been very little change in the sex and racial composition of the population since 1970.

The civilian labor force is expected to increase 74.5 percent over 1970 levels, rising to 340,800 in 1980. The participation rate (labor force divided by population) is expected to jump to 71 percent from 61.6 percent in 1970. Historically, the Fairfax-Loudoun Consortium has had one of the lowest unemployment rates in the State. Although the rate has edged upward in the seventies, it still remains at a moderate level compared to the rest of the State. The unemployment rate is projected to be 3.2 percent during 1980. At the same time, state and national rates are expected to be 5.2 percent and 6.4 percent, respectively. However, youth and minorities in the area are experiencing a rate significantly higher than the population in general.

PRIME SPONSOR INTERVIEW

Communication

The communication network utilized differs between the types of educational institutions under contract. With Northern Virginia Community College, the prime sponsor initiates most of the direct communication to the availability of funding resources and program and training needs. However, with the public school systems most direct communication emanates from them to the prime sponsor.

This consortium utilized both the Fairfax County and Loudoun County Manpower Advisory Councils. This is due to the fact that each county had a planning council prior to forming a consortium. The local councils play a significant role in planning the training program from year to year. The first step is normally a decision on priorities for the new program. Based on the priorities, the staff advertises a request for proposals from organizations in the area. Having studied the proposals, the councils have to reconcile the resources ofthe program, the wishes of the public, and the manpower needs it sees in the area. The staff drafts an initial plan for the year and a budget and makes recommendations on contractors. The councils react to the staff suggestions, indicate where changes should be made and recommend a final planning document. If necessary, the staff and the councils reconcile any differences between the two sets of recommendations and obtain final approval from the Board of Supervisors to submit the plans to the Labor Department. The prime sponsor administrator stated that the council's recommendations are rarely overturned.

As a vehicle for CETA/Education coordination, the prime sponsor administrator feels that the Manpower Advisory councils are very effective. This is primarily due to the role that boundary spanners play. These boundary spanners increase both the quality and the quantity of communication. The prime sponsor administrator feels that the local vocational education advisory councils is high, therefore attributing this to the boundary spanners. He also thinks that these boundary spanners play a vital role in eliminating communication gaps between CETA and education.

The prime sponsor's administrator dealings with educational institutions could be characterized as basically informal. Naturally, formal communication such as RFP's, etc., occurs, but most other communication is accomplished via the phone or informal meetings. The prime sponsor administrator feels very comfortable with the situation and thinks it contributes to the high level of communication.

The functional linkage between the prime sponsor and the educational institutions is helped by a working relationship with educational personnel according to the prime sponsor administrator. He feels this is particularly true if the school system is large. A balanced need on both sides for each other's services, facilities, and resources also contributes to a successful working linkage. The prime sponsor administrator also stated that it is important to build trust into the relationship between the prime sponsor and the educational institutions.

Information Exchange

The quality and quantity of the information exchanged between the prime sponsors and the educational institutions are more than adequate according to this administrator. Reports dealing with clients and plans are exchanged in both directions. Weekly meetings are held by the prime sponsor's staff with many of the educational institutions. Information pertaining to resources, goals and objectives, and rules and regulations are also freely exchanged. This administrator stated that he has access to any information he deems pertinent. No additional information is desired.

The only problem noted in this area by this administrator was the reluctance of community college teachers to keep attendance records. Since many do not keep attendance records in other classes that they teach, they exhibit reluctance to do it in classes including CETA participants. Perhaps they could obviate this problem by making attendance recording incumbent upon the CETA participant and not the teacher. Naturally, the teacher would have to verify the attendance record, but again the responsiblity would fall on the CETA participant. The participant's paycheck would be withheld if an accurate attendance record is not maintained for the appropriate period.

Labor market and area skill needs are primarily collected from four sources. They are: (1) VEC, (2) inquiries to local business, (3) want ads, and (4) educational institutions. Labor market statistics were considered worthless due to inappropriate categories. Overall, this administrator thinks that they have a good "feel" for the needs of the community.

Planning

Planning activities which are shared with the educational institutions include joint planning concerning training needs and proposal workshops. VEC, which is included in the joint planning discussion group, discusses training needs for the area labor market. The joint planning does not include discussion of course content for existing courses, but it does for new courses or training programs.

This administrator did note that differences in goals and objectives (for example, community colleges are more interested in degree-oriented programs instead of "one-shot" training as CETA often desires) and turf problems sometimes arise. These problems are basically worked out through a compromise. Differences in the planning cycle have not created a barrier to coordination although it does make coordination more cumbersome.

Programming

No problems were noted in this area by this administrator. He felt all the activities mentioned in the questionnaire were pertinent to maintaining successful programs.

Linkage

As noted previously, this administrator feels that goal incongruence, confusing rules and regulations and turf-vested interests sometimes create barriers to his agency's coordination of planning and programming activities. The prime sponsor should be as visible and accessible as possible to the people he works with. He feels (and I concur) that the creation of goodwill helps immensely. To do this you would meet with external contacts as often as possible and not just when things are needed.

Subjective Assessment/Conclusion

This administrator seemed to be an excellent manager. He noted the importance of administrative expertise. The role of the prime sponsor dictates that he must deal with many different factions. In this particular situation this administrator works with:

1. Two school boards;
2. Two manpower advisory councils;
3. One private industrial council;
4. Five craft advisory councils;
5. Federal, state, and local government officials; and
6. Other miscellaneous individuals.

Therefore, this administrator aptly pointed out that a background in training lends little to fulfilling the proper role of the prime sponsor. In the opinion of this researcher, administrative and political skills are what are needed most to be a successful prime sponsor, and this administrator possessed both.

HENRICO-CHESTERFIELD-HANOVER CONSORTIUM

STATISTICAL/DEMOGRAPHIC DATA

The subject of this interview is the director for the prime sponsor of the Henrico-Chesterfield-Hanover CETA Consortium. Fiscal year 1979 allocations included Title II, Title III, Title IV, Title VI, and Title VII. The institutions that this consortium works with include three county school boards, thirty CBO's and numerous proprietary and private schools.

The Consortium encompasses three counties surrounding the city of Richmond. Henrico County is almost totally urban and has the largest population in the Consortium. Chesterfield County is nearly half rural, the population here is rapidly increasing, and it is considered to be a suburban county. Recently, industry has grown vigorously in this county. Hanover County is mostly rural. Although this is the largest county in land area, it has the smallest population.

Demographic characteristics of the Consortium area population are as follows:

Demographic Groups		General Population	Estimated Number Eligible for CETA Programs	Estimated Number of Persons Whose Family Income Is Less Than OMB Guidelines
Sex:	Male	178,288	7,651	1,526
	Female	190,412	18,197	3,754
Age:	19 & Under	113,036	3,593	734
	20-21	8,368	4,394	898
	22-44	146,518	7,134	1,457
	45-54	39,273	7,961	1,626
	55 & Over	61,505	2,766	565
Race/ Ethnic Group	White	334,776	12,459	2,545
	Black	33,929	13,079	2,672
	Hispanic	5,154	255	32
	American Indian	298	55	31
TOTALS		368,700	25,848	5,280

The general unemployment rate for the Consortium area is approximately 2.8 to 3.0 percent.

Services provided for CETA youth programs include intake, assessment, referral, supportive, youth worksites, and training. Along with the three county school districts, the Consortium also works with two community colleges - J. S. Reynolds and John Tyler. With each institution, a non-financial agreement is reached to serve whomever CETA refers. Then as each student enrolls, a financial addendum is included.

PRIME SPONSOR INTERVIEW

Communication

This administrator stated that in dealings with the LEA's the most important communication strategy utilized is direct communication by him as to the availability of funding resources and program and training needs. Communications with community colleges are normally initiated by them, and it is usually concerned with the availability of training resources and facilities at their institutions.

The Manpower Advisory Council was not perceived by this administrator as a viable vehicle for CETA/Education coordination. Recommendations of educational representatives made through the Council are not perceived as being influential. Also, the level of communication between the local manpower council and local vocational education advisory councils was considered very minimal.

This administrator considers the advisory council to be a "political football". He cited many problems with its operation. They are:

1) poor attendance;

2) members do not understand the problems being addressed;

3) there is no vested interest in CETA programs (no subcontractors on council, unlike RAMPS); and

4) differences in pay scale between LEA's and county administration which hurts negotiations and creates dissatisfaction.

This administrator normally deals with educational institutions in a rather unstructured, informal way. He also states that in his experience, a working relationship with educational personnel is not a contributing factor in a successful working linkage. This administrator noted that people who work with CETA programs in school systems have little or no knowledge of CETA. He suggests possibly that the school systems should hire CETA employees for certain jobs. He feels this would definitely help coordination with education.

Coordination with education is also hindered by the burden of paperwork and administrative details on both sides. Another aspect is the fact that CETA has restricted enrollment and eligibility, while the school system would like open registration.

Information Exchange

This administrator submits quarterly reports to the educational institutions on expenditures and plans. Secondary schols also receive information on funds allocated in counties once a year. This funding is allocated according to the size and population of each county serviced. This administrator stated that he does have access to any information he needs from the educational institution.

Labor market and area skill needs data are sufficient. Data concerning "eligible CETA" participants would be extremely helpful.

This administrator feels that his job of determining eligibility is a big problem. Much effort and costs (approximately $100,000 per year) are expended. He feels that eligibility requirements should be simplified.

Planning

Planning is centralized in the CETA agency unless something new or unusual comes up. Proposals are submitted by individual schools and not by school systems. CETA sends out information pertaining to their needs, and then proposals are accepted and reviewed.

Joint planning does include discussion of training needs. Also, for those submitting proposals for the first time, help is given to aid them in putting together an effective proposal. Technical assistance such as setting up appropriate records, etc., is also provided to those who have little or no prior experience with CETA. In some instances, joint planning does include discussion on course content.

The only obstacle noted by this administrator in setting up agreements with community colleges is the difference between their goals and CETA goals. Community colleges are interested in enrolling students in degree-oriented programs. That is, they are not necessarily vocationally oriented. CETA, on the other hand, is vocationally oriented and often does not want or need the client to be enrolled in a degree-oriented program.

Differences in planning cycles create problems but do not necessarily inhibit coordination. They have adapted to "working around" the problem.

Linkage Activities

This administrator felt that all the activities noted in the questionnaire are important to carrying out a successful program. The major disincentive for dealing with the educational institutions is the small amount of funds available. He feels increased potential for funding would increase the incentives for participation by educational institutions.

The barriers to coordination of planning and programming stated by this administrator have previously been noted. They are: 1) ineffectiveness of advisory council; 2) goal incongruence with community colleges; 3) lack of data on CETA eligibles; and 4) confusing and complex rules concerning CETA eligibility. He feels it absorbs too much of his time as well as his staff's time, time which could be utilized in a much more productive manner.

Subjective Assessment/Conclusion

This administrator appeared to be a competent and concerned administrator. He is truly concerned about providing as much help as he can to his clients. Too much time is wasted due to paperwork, determining eligibility, and other administrative details dictated by the CETA program. His relationship and respect for the advisory council could be considered tenuous at best. It could not be determined in his interview what the real crux of that problem is. In summation, this administrator appears to do a good job in his work.

PENINSULA OFFICE OF MANPOWER PROGRAMS (POMP)

STATISTICAL DATA AND PROGRAM DESCRIPTION

The Peninsula Office of Manpower (POMP) is a CETA prime sponsor for the city of Hampton, Virginia. They are currently operating their office contracts with CETA funds (Title II, Title III, Title IV, and Title VII). The administrator of the POMP supervises a personnel staff of seven (administrative types). He has training programs which are aimed at educating people to become qualified in acquiring and maintaining private or public sector employment. To accomplish this end, the POMP works with nine educational institutions, three proprietary schools, and sixteen small private firms. The number of youths that are a part of the youth programs are approximately 112 under Title II, 167 under YEDPA, and 130 under CETA/LEA arrangements.

The major contractors for the CETA youth programs provide assessment, personal counseling and job counseling, and referral to their clients. The LEA's, which are comprised of the Hampton School District, and POMP, have formal and informal contracts. However, on special occasions, the POMP has worked jointly with the Tidewater Community College.

PRIME SPONSOR INTERVIEW

Communications

This administrator described his communications network as an "active" process. By this he means that he initiates the communications information flow; furthermore he thinks that this is a specific function of his office. The main focus of his active communication is of an informal nature. These informal communications are centered around the interpretation of CETA rules and regulations, with his attitude being that of accomplishing a positive relationship between his organization and the link organization. Therefore, a number of these informal communications actually result in "informal" linkages.

This administrator does not think that there is a need for any more of a formal structure to the communications process. As a matter of fact, he thinks that the lack of clarity in some CETA communications actually gives "credence" to the informal communications network.

Planning and Linkages

The following is the key to the success of the POMP office. The administrator is a strong, aggressive manager who blends his academic (political science) background with the realities of the business world in a manner that may be found unequalled. The Peninsula Office of Manpower stated that all linkage efforts to date have been successful. This is primarily due to the fact that they have identified and differentiated formal vs. informal linkages and agreements and non-financial agreements. They have also removed the concept of "territoriality" from the agreements. This is done by setting as a strategic objective the goal of establishing strong interpersonal on-duty and off-duty relationships with all of the actors who are involved in linkage efforts.

One specific type of linkage, written agreements, is referred to as a formal linkage. These formal linkages are written agreements with specific agencies, such as the city of Hampton, Williamsburg School System, James City School System, and York County. There seems to be a very good linkage with the Youth Task Force or the Youth Advisory Council, which used to be the old Title I activity. There is also a strong effort aimed at getting into the school district. Therefore they hope to establish a linkage from this effort. The focal point of this effort is that the school program is operated by the school district, and the administration is handled by subcontractors.

The second major linkage is called an "informal" linkage. This informal linkage is with the vocational educational system. Within this context the Peninsula Office of Manpower has worked in conjunction with the vocational educational system to create a vocational educational consortium. Within this consortium, three of the programs are in-school kinds of programs, which are funded by a particular school and one school program is funded strictly by CETA through the Peninsula Office of Manpower.

An effort at successful linkages also hinges on the "keep it simple" concept of administering manpower programs. For example, the school superintendents of the city of Hampton help the Peninsula Office of Manpower locate unused facilities for CETA Skills Centers. These facilities are then leased to the Peninsula Office of Manpower for $1 per year. This is an intense effort on the part of all parties to keep joint guidelines and contingency requirements as simple as possible. A needs/benefits analysis is also a central part of any linkage efforts. There is a strong emphasis on adapting specific programs to the needs of the requesting agency. For example, one specific linkage with the city of Hampton resulted after the city of Hampton came to the Peninsula Office of Manpower and requested specific services. From that time on, the Peninsula Office of Manpower designed and helped implement a training program which was tailored to meet the needs of the requestor.

The linkages with the state agencies, e.g., Department of Rehabilitative Services, is a non-financial linkage which has the effect of increasing the client population of both the Peninsula Office of Manpower and the Department of Rehabilitative Service. This is done through a cross-referral arrangement between these two systems, thus the client is exposed to more than one agency. A similar linkage occurs with the Virginia Employment Commission (VEC), whereby the certification process is a consortium-wide function by the VEC for all agencies involved.

Another key linkage is that with the Employment Service Unit (ESU) and the VEC. The linkage simply functions in this manner. When training is completed at the Employment Service Unit the individual is referred to the VEC for job placement. The purpose of this coordination is for continuous feedback vis-a-vis the adequacy and effectiveness of the training that the individual received. An adequate program is judged by whether or not the individual can do the job. An effective program is judged by whether or not an individual secures employment as a result of his/her training and retains that job over a period of time.

RICHMOND AREA MANPOWER PLANNING SYSTEM

STATISTICAL AND DEMOGRAPHIC DATA

The Richmond Area Manpower Planning System (RAMPS) is a consortium prime sponsor composed of the city of Richmond and the counties of Charles City, New Kent, Goochland, and Pawhatan. This is a curious consortium since the counties are not contiguous bodies to the city. Originally, the counties of Chesterfield, Henrico and Hanover were part of this consortium but, because of political problems they pulled out and formed their own consortium many years ago. The Federal Government has allowed it to continue to operate even though this arrangement is technically against regulations.

RAMPS has contracts with only one LEA, the Richmond Public School System. The only contract with them at the present time is for the administration of the YETP program. RAMPS does not contract with the school systems in the other counties. The city of Richmond is allocated 85% of the available funds and the counties receive only 15%. The county school systems find it too difficult to administer such small amounts of money. Thus, CBO's manage the training programs in the counties.

The major contractors at the present time are as follows (in order of importance and size of contract):

1. Richmond Opportunities Industrialization Center (ROIC). CBO which handles much of the training and referral for RAMPS, also participates in the assessment functions;
2. Richmond Community Action Program (RCAP) - also heavily involved in training programs, handles all intake functions for the city;
3. Richmond City School System - operates YETP program in the city;

4. School for Executive Secretaries - a private profit organization which has proven to be the most efficient means to train secretaries;

5. Alliance for Richmond Training Services (ARTS) - operating under an unbrella contract from RAMPS, they handle all the placement functions and the on-the-job training programs; and

6. County Community Action Programs - they handle virtually all of the CETA funds that flow into the counties. RAMPS prefers to use one CBO in each county to handle all programs.

There has been virtually no program operated with the local community colleges. John Tyler Community College, although located in RAMPS' jurisdiction actually serves Chesterfield County more than Charles City. This is because of the apparent lack of a bridge over the James River near the college. This geographic quirk prevents people in Charles City County from having a logical access to the college. J. Sargent Reynolds Community College has also proven to be an unsuccessful link. They have operated programs on several occasions and are considering another one. Coordination with these counties and community colleges is extremely difficult. The counties may be suspicious of the city.

PRIME SPONSOR INTERVIEW

Communications

The administrator for RAMPS stated that his principal communication strategy is to develop a personal contact within the contracting organization. He believes that the bureaucracy is too cumbersome, things get lost, and "it just plain does not work". This strategy can be rather involved. For example, the YETP programs were being run very well by a CBO. But, RAMPS needed to develop a contact in the city school system so they shifted YETP to the city schools. It may take a few years to develop the contact, but this is the only way to do it within the city bureaucracy. The bureaucracy of the city government can prevent simple interaction and discussion between different bureaus. For example, in order to send a memo to the city school system or set up a meeting the memo must be cleared through several higher layers of the bureaucracy. Outside of the city, there are a few more formal meetings, but the strategy is still to develop personal contacts.

The Manpower Advisory Council's main function is that of information exchange, according to this administrator and allows all the participants to present all their ideas and expectations. The result is often advantageous and disadvantageous. The MAC is very valuable for a jurisdiction with such varied political interests. It allows a democratic way to process information exchange. Although the Council meetings yield little constructive output, the subcommittees of the council are very strong and active and do most of the work. They actually make the majority of the decisions. This administrator stated that he responds more positively to recommendations made through the subcommittees than directly to him. Although the Council itself appears to be useless in public, it is valuable as a public forum. The Council is actually very strong and active through their subcommittees. However, there is virtually no communication with the vocational education advisory council due to a lack of a perceived need for such communication. This administrator does believe that more boundary spanners are needed, particularly between the city and counties. He suggested that perhaps a controlling regional committee could be useful.

As stated earlier, this administrator believes that the working relationship with school personnel is critical for a successful linkage. Unfortunately, this has been very difficult to develop in this city's bureaucracy. Equally critical for a good linkage is a balanced need for each others services. In many cases the city school system does not perceive a need for some CETA services. In the case of the counties, they do not have the facilities or resources to offer RAMPS like the city school system does, therefore there is no real incentive for RAMPS to funds to the counties. This may be a problem inherent with this rural/urban mix in this consortium.

Information Exchange

This administrator stated that no information is exchanged with the school system on a consistent basis. Since the assistant superintendent of schools sits on the Advisory Council, it is assumed that the information is exchanged. Information to RAMPS is made readily available through the Council.

There needs to be a sharing of more information. As it is now, RAMPS, Welfare, Vocational Rehabilitation and the city schools all have large data bases that are used to identify clients. This administrator would like to see these data banks linked to identify mutual clients. There has been some success in doing this with the Department of Vocational Rehabilitation. However, the school system has been reticent to make such a move. One problem is that the school system does not use social security numbers to identify students. The primary obstacle in the school system resistance is that the privacy rules prevent the merging of such data.

The information that is supplied by educational institutions, as required by the contracts, may tend to be scant. It is often voluminous and may appear to be non-specific. Often it is late and may tend to contain errors.

Planning

Again, RAMPS relies on the advisory council as the planning vehicle. The city bureaucracy makes it very difficult to develop a good planning linkage with the city school system. It is fortunate that the school system has good representation on the Youth Council (subcommittee of the advisory council). Through the Youth Council there is some joint planning with the school system.

There are no planning cycle problems with the city school system since their planning cycle is close to that of RAMPS. However, there is a problem with the city in general. RAMPS is on the federal fiscal year of October to September. The city operates on a July through June fiscal year. Since RAMPS is responsible to both government bodies, they must prepare two complete sets of reports and projections.

Linkage Activites

This administrator believed that personal relationships and contacts were probably most important for successful linkages. Communication methods and joint program planning and ongoing planning meetings are also extremely important. Representation on the Youth Council or Advisory Council can be important depending on the representatives' commitment to the overall goals and objectives. He did not believe that information exchange meetings were necessary, but that there should be an exchange process. Joint program evaluation was viewed as very important.

He also identified several barriers to RAMP's planning and coordination. They lack sufficient time and manpower to coordinate effectively.

SUBJECTIVE ASSESSMENT/CONCLUSION

This administrator's primary recommendation is to remove the CETA administration from the city bureaucratic structure. As it exists now, the city political structure places too many restrictions on RAMPS for effective coordination and planning with the Richmond City School System. As a result, RAMPS has turned to CBO's to handle the programs. If RAMPS were independent, then it would be much easier to work with the school system and the surrounding counties.

In addition, it is my opinion that the inclusion of the four counties in the city consortium is inappropriate. It is a burden to RAMPS and prevents the counties from receiving proper attention. Ideally, the city should be linked with Chesterfield and Henrico counties in a consortium since they are closer linked - both geographically and demographically.

SOUTHEASTERN TIDEWATER
AREA MANPOWER AUTHORITY

STATISTICAL DEMOGRAPHIC DATA

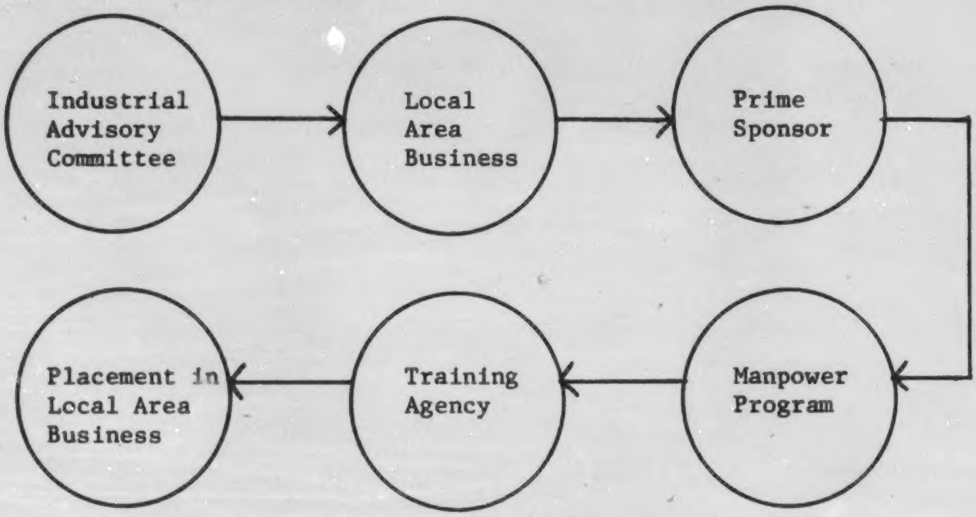
The subject of this interview is the director of the Southeastern Tidewater Area Manpower Authority (STAMA). The Tidewater Area Manpower Authority services the Tidewater area and has specific and primary linkage to the Tidewater Community College system. There are two prime sponsors with which this LEA interacts: (a) the Norfolk County Type II individual referrals; and (b) the Portsmouth Manpower Agency. The basic success of these linkages can be traced to specific individuals who desire to "make the system of linkages work", rather than some bureaucratic decree. That is to say, there is nothing contracturally binding that directs the coordination of the LEA and the prime sponsor.

The Tidewater Community College has a system of both yearly renewal classroom training and an individual referral system. These training situations are serviced through a joint linkage effort between the manpower authority, City Hall, and CETA. Underlying this joint linkage effort is what the director calls, "a set of compatible needs". For example, the manpower authority needs to establish a service, City Hall needs to efficiently utilize its facilities, and CETA needs a place to conduct training. The manpower authority then acts as a "liaison" agent in bringing all parties together to mutually satisfy this "set of compatible needs". However, it should be noted that the manpower authority does not have strong linkages with the welfare system primarily because the open-ended system which the CETA prime sponsor uses is not compatible with the welfare entry/exit system.

Education Interview

Communication

The manpower planning council of the Tidewater area is the primary source of communication and functional interaction in the Tidewater area. The value of this arrangement is that local requirements and ways of fulfilling those needs can be tailored to the specifics of a particular situation. An industrial advisory committee has been formed and is in the process of becomming much more functional. The goals of this Industrial Advisory Committee is to go out into the business community and to ascertain the job needs of various businesses, and then to feed this data into the CETA system so that streamlined and goal-oriented training programs can be implemented. The ideal model for this set-up is as follows:


Industrial Advisory Committee
Local Area Business
Prime Sponsor
Manpower Program
Training Agency
Placement in Local Area Business

Information Exchange

Because of the "set of compatible needs" arrangement which was mentioned earlier, this group appears to have a better flow of communication than some other public agencies. As the director stated, "we have to communicate in order for any of us to be successful." However, the formal channel of communication remains between the prime sponsor and the LEA.

Planning and Programming

The planning and programming activities are usually at the LEA level and not with the prime sponsor. The primary reason for this is the lack of knowledge on the part of the prime sponsors as to the level, type and amount of contrived funding. Without this information, the LEA's view planning and programming with the prime sponsor as an exercise in futility. The Public Service Employment acitvities were seen as being a program which is in direct opposition to the efforts of the Tidewater Manpower Council. In essence, the type of planning and programming that is deemed to be most successful is where all direct referrals into the CETA system are from the Department of Corrections, Department of Welfare and Vocational Rehabilitation with no involvement of the public service employment activities as they are presently known. In actuality, this arrangement would lend itself to a unified system of human resources where the client could choose with CETA or Welfare instead of CETA and Welfare.

Linkage Activities

The linkage activities in the Tidewater area take place below the prime sponsor level. Although there is a link between the prime sponsor and the LEA, the LEA has a proactive role in developing linkages with the users of the educational services. However, it should be noted that the prime sponsor plays an important linkage role in helping to establish services and acquiring both the place to conduct the training and the placement/follow-up of trainees who complete or early-exit the program to take a job in the community.

CITY OF ALEXANDRIA

STATISTICAL/DEMOGRAPHIC DATA

The subject of this interview is the administrator of the CETA prime sponsor for the city of Alexandria. Allocations for fiscal year 1979 include the following programs:

(1) Title II

(2) Title III

(3) Title IV

(4) Title VI

(5) Title VII

This administrator works with three educational institutions, ten CBO's, three propriatory schools and about ten other organizations.

The population in the city of Alexandria has been gradually tapering off since 1970, at which time the census count was 110,938. The total population projection for fiscal year 1980 is 104,200. The decline in the population is totally among whites. Black comprise 66 percent of the target group while Mexican Americans number 6 percent. The total unemployment rate is about 9.5 percent and for youths (under 19) about 8.5 percent.

Services provided include intake, assessment, referral, supportive and youth worksites. The school district of the city of Alexandria and Northern Virginia Community College have program contracts. The Title II program serves 92 youths, YEDPA and YCCIP serve 28 youths and the summer youth program includes 260 participants.

PRIME SPONSOR INTERVIEW

Communication

The most important communication strategy utilized in dealing with educational institutions is direct communication by this administrator as to the availability of funding resources and program and training needs. This administrator did not that sometimes a combination with both parties initiating communication occurs.

Recommendations of educational representatives made through the local manpower advisory council were perceived as being more influential than those not made through the council's channels. There is no vocational education advisory council in this area, thus no communication exists with the local manpower advisory council. This administrator did feel that boundary spanners play a vital role in eliminating communication gaps between CETA and education. Dealings with educational institutions are normally conducted in a rather unstructured, informal manner.

This administrator stated that he felt a working relationship with education personnel was a contributing factor in a successful working linkage. He felt that a balanced need on both side for each others services, facilities and resources contributed also.

Information Exchange

Any reports necessitated by CETA contracts are exchanged with educational institutions. This administrator noted that any pertinent information is passed on to LEA's. Information dealing with resources, goals and objectives, and rules and regulations are exchanged.

All information that this administrator would like to have from the educators is now accessible and collectable. Labor market information supplied by the VEC is too general as it includes data from Virginia, Maryland and District of Columbia. This administrator feels that Chamber of Commerce information is more helpful. The information supplied by the educational institutions is timely, gathered in a usable form, precise and complete.

Planning

Joint planning sessions with educational institutions are conducted for specific programs (i.e., summer youth program) but not for general planning. This joint planning does include discussions of training needs for the area labor market and discussion on course content.

One problem noted in setting up agreements with LEA's is the fact that sometimes the schools do not have adequate facilities. Although differences in planning cycles do create barriers to coordination, this administrator feels that individual efforts can overcome the barriers.

Linkage Activities

The following linkage activities were considered important:

(1) contacts and a relationship between him and the education contact person in each educational institution

(2) communication methods

(3) joint program planning prior to contract approval

(4) CETA advisory council membership

(5) CETA-youth council membership

(6) joint usage of CETA and education funds for program activities

(7) ongoing program planning meetings during contracted activities

(8) joint program evaluation

This administrator did not think there was any major disincentives for dealing with educational institutions. He did mention three barriers that inhibit coordination of planning and programming activities with education. First, he feels both the LEA's and CETA are under-staffed. Secondly, the difference in planning cycles makes coordination harder.

Finally, goal incongruence, particularly between community colleges who want degree-oriented candidates and CETA who often only want training programs, sometimes creates problems.

Subjective Assessment

The small size of this program and the close proximity of the principals involved help make this a smooth operation. Many of this administrator's external contacts are also social friends. Most of the people involved, both internal and external have been around for a number of years and thus are familiar with each other and the program itself.

ARLINGTON COUNTY MANPOWER SERVICES

STATISTICAL/DEMOGRAPHIC DATA

The subject of this interview is the administrator of the Manpower Administrator for the Arlington County Manpower Services. He is also the CETA prime sponsor for the County of Arlington. Fiscal year 1979 allocations included:

1. Title II (Comprehensive Services);
2. Title III (Target Groups);
3. Title IV (Youth Programs);
4. Title VI (Public Service Employment); and
5. Title VII (Private Sector Initiative Program).

The prime sponsor works with ten educational institutions, three CBO's, two proprietary schools and twenty-three institutions. This administrator's staff includes four clerical and seven administrative employees.

In 1970, the census totaled Arlington County's population at 174,284. By fiscal year 1980, the County's population is expected to decline by 41,384 to a total of 132,900. The decline will be entirely among the white population. The non-white population will increase slightly.

Arlington County's unemployment rate, which stood at 2.3 percent of the labor force in 1970, is expected to reach 4.5 percent by fiscal year 1980. Unemployment will be under 3.5 percent amont 25-64 year olds and under 11.5 percent among 16-19 year olds. Unemployment among non-white males will reach 7.9 percent.

The number of youths to be served and allocations during fiscal year 1979 under the various programs are as follows:

1. Title II 105;
2. YETP 121 - $166,792;
3. YCCIP 15 - $58,716; and
4. SYEP 323 - $304,210.

Services provided intake, assessment, referral, supportive, youth worksites (called Neighborhood Youth Corps and its services to youth). This program, which offers training, significantly lowers the dropout rate. This administrator has nine contracts with the Arlington County Public School system, two contracts with Northern Virginia Community College and two contracts with proprietary schools.

PRIME SPONSOR INTERVIEW

Communications

This administrator indicated that the most important communication strategy utilized is direct communication from him as to the availability of funding resources and program and training needs. Recommendations of educational representatives made through the Manpower Advisory Council were not perceived as being more influential than they would if they came through council channels. The level of communication between the local manpower council and local vocational education advisory councils was considered to be "fairly high" primarily due to the presence of boundary spanners. This administrator felt that boundary spanners also played a vital role in eliminating communication gaps between CETA and education.

This administrator normally deals with educational institutions in a rather unstructured, informal way. The relatively small size of his operation, plus the fact that many of the people involved know each other socially as well as through work, precludes the necessity of a more formalized structure.

A working relationship with educational personnel and a balanced need on both sides for each other's services, facilities, and resources definitely are contributing factors in a successful working linkage. This administrator also noted that periodic, informal meetings and friendly relationships also contribute to having a successful working linkage.

Information Exchange

Most of the information initiated by the prime sponsor is contained in the annual CETA program report and the annual VOC ED plan of services. These two reports contain information concerning resources, goals, and objectives and rules and regulations. This administrator felt that the educational institutions presently supply him with adequate information with one exception. The exception is that he would find it beneficial if the educational institutions would supply him with dropout rates and the number of individuals enrolled in specific programs.

The labor market information supplied by the Virginia Employment Commission is useful to a degree. However, its value is tremendously reduced because the data includes Virginia, Maryland, and District of Columbia statistics. If a more appropriate breakdown could be accomplished (probably not realistic) then the data would be much mroe valuable.

Overall, the information supplied by the educational institutions is timely, gathered in a form suited to their needs, precise, completely and definitionally similar to CETA.

Planning

The preponderence of the planning activities conducted with educational institutions occurs during various proposal workshops. Joint planning does not include discussion of training needs or discussion on course content. The school board internally decides these matters. This administrator feels comfortable with this situation because "they are the experts in labor market needs and CETA regulations."

No major obstacles are encountered in setting up agreements with LEA's or community colleges. Boundary difficulties, differences in goals and objectives, personality conflicts, and turf problems were not present. The differences in the planning cycles do not create certain barriers to coordination, but this administrator says one simply has to work around that problem.

Linkage Activities

To carry out successful activities and programs, this administrator feels that the following activities and relationships should be present:

1) contacts and a relationship between him and the education contact person should be constant;
2) a relationship between school officials and the CETA agency;
3) an effective communication network, informal in this situation;
4) informal information exchange meetings;
5) CETA Advisory Council membership held by the educational institution, however it should be a non-voting membership;
6) CETA-Youth Council membership held by the educational institutuion, also non-voting;
7) joint usage of CETA and education funds for program activities;
8) ongoing program planning meetings during contracted activities; and
9) joint program evaluation.

This administrator noted three barriers to the agency's coordination of planning and program activities with education. First are the differences in the planning cycles previously mentioned. Secondly, he feels the funding is inadequate and uncertain from year to year. The third barrier may be seen as a potential conflict of interest, since the school board is appointed by and also responsible to the county board. This may be perceived as an implied rather than an actual barrier.

Subjective Assessment/Conclusion

This administrator appears to be effective and efficient in handling his duties. Most of the external contacts he makes are to people whom he has known and worked with for years. This is generally true for his staff also. Arlington County is a fairly small community, and most of these people who interact also know each other socially. It is a very informal system, but given the backgrounds of the participants, it seems to be the most effective way to handle the situation.

PRINCE WILLIAM CONSORTIUM PRIME SPONSOR

STATISTICAL/DEMOGRAPHIC DATA

The subject of this interview is the administrator of the prime sponsor for the Prince William Consortium. Allocations for fiscal year 1979 include:

1) Title II
2) Title III
3) Title IV
4) Title VI

This administrator works with three educational institutions, four CBO's, eight private schools and two community colleges.

The Prince William Consortium has become the fastest-growing section in the Northern Virginia area. The population for the area is expected to reach 176,300 during fiscal year 1980. This is a phenomenal expansion of 58.7 percent since 1970 or an average of 5.9 percent per year over the ten-year span. There has been very little change in the sex and racial composition of the population since 1970.

The unemployment rate is projected to be 2.8 percent during fiscal year 1980. At the same time, the state and national rates are expected to be 5.2 percent and 6.4 percent, respectively. However, youth and minorities in the area are experiencing a rate significantly higher than the population in general. Blacks include 4.6 percent of the target group. The number of youths served are approximately 300 in the summer programs and 42 in the other programs.

Services provided include: assessment, referral, supportive, youth worksites, and training. Three school districts are served: Manassas, Manassas Park and Prince William County. Two campuses of Northern Virginia Community College also participate. NVCC presently has three classes numbering 12 - 15 students and within the three school districts, eight institutions provide services on an individual basis.

PRIME SPONSOR INTERVIEW

Communications

The major communication strategy when dealing with the LEA's is direct communication by this administrator as to availability of funding resources and program and training needs. Communication with the community colleges is normally a combination of both parties initiating communication.

This administrator perceives the local manpower advisory council as being a viable vehicle for CETA/Education coordination. Recommendations of educational representatives made through the council are more influential than those not coming through council channels. This administrator thinks the communication level between the local manpower advisory council and the local vocational education agency advisory council to be at a minimum. He does think that boundary spanners play a vital role in eliminating communication gaps between CETA and Education. Dealings with educational institutions are normally conducted in a rather unstructured, informal manner.

To maintain a successful working linkage, a working relationship with education is essential. It is not necessary that both sides have a balanced need for each other's services, facilities and resources, but it does help.

Information Exchange

The only information exchanged with the educational institutions is what is required by CETA regulations and contracts. This administrator feels that he has access to all information from the educators that he deems necessary. Labor market and area skill needs information is not very helpful because it is too general. Information supplied by the educational institutions is timely, gathered in a usable form, precise and complete.

Planning

Joint planning with educational institutions does not normally occur. Because of boundary spanners, the manpower planning council keeps abreast of planning activities. However, when unique proposals or different types of training are needed, then the plans are formulated jointly with educational institutions. Joint planning does not normally include discussion of course content.

This administrator did not think there were any major obstacles encountered in setting up agreements with the LEA's. Also, he did not think that the differences in planning cycles created a barrier to coordination.

Linkage Activities

The following linkage activities were considered important:

1) contacts and relationships between himself and the education contact person he deals with in each educational institution;

2) relationship between school officials and the CETA agency;

3) communication methods;

4) information exchange meetings;

5) joint program planning prior to contract approval;

6) CETA Advisory Council membership;

7) CETA-Youth Council membership;

8) joint usage of CETA and Education funds for program activities;

9) ongoing program planning meetings; and

10) joint program evaluation.

This administrator did not think there were any major disincentives for dealing with educational institutions.

Two barriers to coordination of planning and programming were noted. One was the goal incongruence between the community colleges and CETA. That is, community colleges want their students to be enrolled in degree-oriented programs while CETA oftentimes only wants a specific training program. The second barrier was the general resistance to change by the Prince William County system.

Subjective Assessment/Conclusion

The small size of this program and the familiarity of the principals involved help this program run smoothly. This administrator appears to have good administrative skills and his office looked very professional.

ROANOKE REGIONAL OPERATIONS CENTER

STATISTICAL/DEMOGRAPHIC DATA

The CETA administrator and coordinator at the Roanoke VEC office was interviewed as the prime sponsor for the Roanoke Regional Operations Center. This ROC serves the planning districts numbered 4, 11, and 12. This administrator is new to the office and area, therefore, his information about the particular CETA operations is limited. He offered the Balance of State Master Plan as the vest available data pertaining to the programs and population served. Roanoke's annual plan was not available at this time. Unfortunately, the master plan is an aggregated one, therefore, specific data about the Roanoke area are not presented. This administrator works with educational institutions, community colleges, private schools and community based organizations in this area. There are three local AMPC's. Allocations for ROC II's three planning districts totaled $9,261,248.00 for fiscal year 1979.

PRIME SPONSOR INTERVIEW

Communications

The major communication strategy when working with LEA's and community colleges is direct communication. This administrator attempts to provide information about availability of funding, procedures for applying for funds and writing proposals, and data about community needs. He feels that it is the State's responsibility to provide most of the information about CETA, its regulations, and availability of funding resources. He saw his role as primarily identifying the process and procedures of local contractors applying for funds that would come through his office.

This administrator identifies the local manpower advisory council as being the most viable means of providing local input into CETA programs, and as a means to identify CETA to potential local contractors. He places great value on local manpower advisory councils and has assigned one contract officer to work with each council and a planner to coordinate planning for all three councils. He noted that although the council has only an advisory role, as a result of the Governor's reorganizations, the recommendations of the AMPC's are usually followed. He believes there is a good working relationship between his office and the councils.

Information Exchange

Prior to this administrator's present appointment he was assigned to the CETA central office in Richmond. Perhaps, because of that background, he perceives the central office as the principal provider of information about CETA in general, rules and regulations, CETA goals and objectives, and available funding resources. According to his orientation, the proper function of his ROC office, as a component of the information exchange metwork, is to provide information to local contractors about the procedures for applying for funds. He perceives it would not be particularly useful to receive information from educational institutions regarding supply date information, facilities and resources available. He receives very little input on feedback information from educational institutions, therefore, he felt he had little basis by which to evaluate whether this information was timely, precise, or complete. However, Mr. Fiels did indicate that it would be helpful for community colleges to supply a lists of students eligible for CETA participation.

Planning

Joint planning with educational institutions does not occur. This administrator is concerned that funding allocations be based on a fair bidding process so that everyone has the same information. In his view, pre-proposal meetings are a useful device to ensure that everyone understands the format. If the proposal format is incorrect, he treats that as a nonresponsive proposal. In an effort to reach all potential contractors, informational meetings are scheduled and conducted in each planning district so that everyone who is interested can learn of the RFP's requirement.

He could not identify any major obstacles in setting up agreements with the LEA's. He felt that this is handled by the CETA central office in Richmond and not really part of his domain.

Linkage Activities

This administrator considered the following linkage activities and relationships important to successful programs implemented by educational institutions.

1. Contracts and relationships between himself and the person responsible for coordination in the educational institution;
2. Communication methods, particularly direct communication;

3. Information exchange meetings;

4. Joint program planning prior to contract approval;

5. CETA Advisory Council membership;

6. Joint usage of CETA and Education funds for program activities; and

7. Ongoing program planning meetings.

Several barriers to coordination of planning and programming were expressed by this administrator. First, in general, he felt that the community college system was not interested in identifying potential CETA participants and did not want to provide training for these individuals. Second, he perceives that the difference in the starting date of CETA programs and the educational institutions caused major problems. Many participants who might be funded to attend community college programs would miss the first semester or term due to the CETA October 1 starting date. Third, for educational institutions there are barriers such as insufficient time, staff, information and technical ability to do the necessary planning and coordination to have effective and efficient CETA programs. He believes that these barriers exist for the ROC office as well.

SUBJECTIVE ASSESSMENT/CONCLUSION

This administrator was new to the ROC operation and did not have a working knowledge of the programs or area. The book shelves in his office were almost bare. Perhaps, more importantly the receptionist did not know who the CETA director was. She was not able to pronounce his name when I spelled it for her. I feel the quality and quantity of information about the ROC operation to be affected. Unfortunately, the interview began at 4:30 p.m. so when it became apparent that the administrator was new to the office, all the staff members had left for the day and were not available for additional questions.

THE REGIONAL OPERATIONS CENTER
AT HARRISONBURG, VIRGINIA

STATISTICAL/DEMOGRAPHIC DATA

The subject of this interview is the administrator of the Regional Operations Center (ROC) located in Harrisonburg, Virginia. This ROC office is also known as and hereto will be referred to as ROC IV. It serves an area which includes four Area Manpower Planning Councils (AMPC VI, VII, IX, and X), twenty-one counties, seven cities, 9,764 square miles with a population of 554,000. The area encompasses twenty-seven political jurisdictions and a land area equal to 25 percent of the state. The area is predominantly mountainous and the economy is largely rural, although in some areas (AMPC X) construction, manufacturing, and employment in state and federal governments represent the largest economic segments. Agriculture generally has been on the decline in the area since 1970. Also, the labor force has been on the increase during this same period with rates as high as 46 percent in some areas (AMPC X). The result is a large commuting out by the labor force. The average unemployment rate in the area ranges from a low of 4.5 percent in AMPC X to a high of 4.9 percent to 5 percent in AMPC VII. In all areas there is a large unemployment differential for minorities and women. For instance, in AMPC IX the overall average unemployment rate is 4.8 percent. The average unemployment rate for blacks is 6.3 percent and 10.3 percent for black females while the average unemployment rate for all females ranges from 4.8 percent in some areas to 10 percent in other areas. In AMPC X the overall average unemployment rate is 4.5 percent. The highest unemployment rate (in excess of 13 percent) occurs for youths aged 16-19. The rate for white males in this group is 10.7 percent while the rate for non-white males is

21.7 percent. This same discrepancy exists for women. White females aged 16-17 have an estimated average unemployment rate of 15 percent while minority females have an estimated average unemployment rate of 26 percent.

ROC IV is one of five regional offices in the Balance-of-State. It has the largest number of contracts, the most AMPC's, serves the most participants, and handles the greatest amount of dollars. For fiscal year 1978, ROC IV was allocated $17,555,313.98 under Titles II, IV, and VI which has been disbursed through 228 contracts. Approximately $5 million has been allocated under Title II (Comprehensive Services); $2 million under Title III (Target Groups); $2 million under Title IV (Summer Youth Programs); and slightly less than $9 million under Title VI (Public Service Employment). Through these contracts, 3,047 clients are being served: 1,435 in Public Service Employment; 754 in Work Experience; 100 in On-the-Job Training; and 500 in Skills Training.

ROC IV contracts with a variety of institutions. Contacts and working relationships have been established with approximately eleven local education agencies (LEA's), four community-based organizations (CBO's) in addition to the United Way, ten proprietary schools, and one private school.

Program Description

In the ROC IV district there are a variety of programs and services provided that are funded under Titles II A, B, and C, Title IV YETP Transitional Services, and Under Title VI Public Service Employment and Countercyclical Public Service Employment. Under Title II A, B, and C the existing programs under operation include Work Experience, Classroom

Training, On-the-Job Training (OJT), Manpower Services, Sheltered Workshops, and Outreach.

Work Experience programs have several different aspects: In-School, Out-of-School, and Adult. The In-School program is designed for youths aged 14-21 who work part-time while still attending school. The objectives of the program are to assist the client in developing good work habits, to lower the dropout rate, to remove barriers to employment by providing motivation to the client, and to provide basic job skills. The Out-of-School Work Experience program is designed for youths aged 16-21, who will be provided short-term or part-time employment while out of school. The main target groups for this program include welfare recipients, the handicapped, AFDC recipients, the single parent, and dropouts. Participants will be enrolled in the program for a maximum six months and then will be moved into OJT, Classroom Training, or, it is hoped, unsubsidized employment. The Adult Work Experience Program is designed for adults (aged 22 and over) who have been chronically unemployed or who have not been working recently in the competitive work force. The objectives of this program are to provide positive work habits and attitudes and to provide the client with a work history that will help hin secure unsubsidized, meaningful employment. The program is also designed to remove barriers to employment by providing training that leads to a G.E.D. certificate. Target groups are heads of households, older workers, and the physically handicapped.

The objective of Classroom Training is to provide participants with technical skills and information that will enable them to increase their employability in a specific skill or job. Classroom Training is also subdivided into three aspects: (1) class size projects; (2) class size projects - alternative education; and (3) individual referral. Class size projects are conducted in a classroom environment at an established institution. Classes are provided in skills that are deemed the most employable with the AMPC. Target groups are women, minorities, and older workers. The class size project - alternative education has been designed to deal with students who have academic, socioeconomic, or cultural handicaps which prevent them from finishing school or competing in the job market. The objectives of this program are: (1) to return clients to school; (2) to provide clients with the ability to take the G.E.D.; (3) to provide clients with varied "hands on" experience at various worksites; and (4) to provide clients with a marketable job skill.

Individual referral provides for occupational classroom training conducted to accommodate the eligible participant in those occupations which are not available at skill centers or class size projects at separate locations.

OJT provides directly-related job skill training for eligible participants. It can be used to provide training for entry positions or to upgrade participants for a promotion. Target groups are single parents, heads of households, and the handicapped. Manpower services provided by CETA include intake and counseling, job development and placement, and child care. The Sheltered Workshop Program is designed to serve handicapped clients. Skills that are taught include social skills, assertiveness training, and individual health care. The purposes of Outreach include the identification of possible CETA eligibles and the provision of transportation for them to the nearest VEC office for intake and assessment.

The purpose of the Title IV YETP Transition Services is to provide in-school youth with the skills necessary to establish career goals. These skills are designed to ease the transition from school to work. These services may include anyone or a combination of the following:

(1) outreach, assessment, and orientation;

(2) counseling, including occupational information and career counseling;

(3) activities promoting education to work transition;

(4) provision of labor market information;

(5) services to youths to help them obtain and retain employment;

(6) literacy training and bilingual training;

(7) attainment of certificates of high school equivalency;

(8) job sampling, including vocational exploration in the public and private sector;

(9) institutional skills training;

(10) transportation assistance;

(11) child care and other necessary supportive services;

(12) job restructuring to make jobs more responsive to the objectives of this subpart, including assistance to employers in developing job ladders of new job opportunities for youths in order to improve work relationships between employers and youths;

(13) provision of information regarding employment and training-related opportunities;

(14) job development, direct placement, and placement assistance to secure unsubsidized employment opportunities for youth to the maximum extent feasible, and referral to employability development programs;

(15) assistance in overcoming sex stereotyping in job development, placement, and counseling; and

(16) outreach and other services to increase the labor force participation rate among minorities and women.

Target groups for this program are youths, women, AFDC recipients, and minorities.

The purpose of Public Service Employment, which is funded under Titles II D and IV, is to provide the unemployed and economically disadvantaged with transitional employment in public service jobs. The goals of this program are: (1) to provide for a 50 percent termination rate, and (2) to require contractors to develop jobs and/or new careers for participants in fields that have vacancies and/or employment opportunities. Target groups are minorities, women, AFDC recipients, the handicapped, ex-offenders, heads of households, veterans, and older workers. The purpose of Countercyclical Public Service Employment funded under Title VI is to provide for temporary employment during periods of high unemployment. It is the intent of Congress that such employment be provided when the national rate of unemployment is in excess of 4 percent. In addition, the number of jobs funded shall be sufficient to provide for 20 percent of the number of unemployed in excess of 4 percent, or 25 percent of the number of unemployed in excess of 4 percent in periods during which the national rate of unemployment is in excess of 7 percent. Target groups are veterans, ex-offenders, the handicapped, women, racial minorities, single heads of households, and older workers.

EDUCATION INTERVIEW

Communication

Communication with educational institutions is a multifaceted process. In some instances the Harrisonburg ROC will contact an LEA directly concerning funding resources and program and training needs. In other instances, the LEA will contact the ROC concerning these matters. Also, considerable communication is conducted via a seat on one of the local Area Manpower Planning Councils (AMPC's). The important element in this CETA-LEA communication scheme is that it is an ongoing process. Recommendations made by educational representatives through AMPC channels are not perceived by the Harrisonburg ROC as being more influential. In fact, the ROC describes AMPC's as "ghost" bodies. They provide inputs, but there are few rewards for members of the AMPC. The AMPC is perceived as a source of information for LEA's. The information provided concerns funding possibilities, rules and regulations, goals and objectives, etc. The Harrisonburg ROC considers AMPC membership essential if the LEA is interested in CETA funding and wants to become known to CETA. Unfortunately, according to the Harrisonburg ROC, many LEA's are not necessarily interested in CETA money. LEA's primarily see CETA as a sideline, and they are often not willing to be CETA deliverers; thus, the burden frequently falls on proprietary schools. Also, the Harrisonburg ROC relies on Community Action Agencies (CAA's) and Opportunity Industrial Centers (OIC's) because they depend on CETA, unlike most LEA's. According to the ROC, CETA lacks the flexibility to offer programs that cannot be refused. There must be some type of in the planning process. The ROC indicates that it would like to receive some relevant statistical information from the LEA's or the Department of Education. However, there has been resistance from the Department of Education. The Department of Education is responsible for the data flow, yet funding and program implementation is the responsibility of CETA. CETA needs and has requested information from the Department of Education but has not received any cooperation. The ROC has indicated that they get much more cooperation on the local level. The Harrisonburg ROC needs information that is subjective in nature and, therefore, is harder to come by. However, CETA needs to know what is necessary to keep children in school. Income data alone is not sufficient.

The ROC asserts that there are no obstacles encountered in setting up agreements with LEA's, but rather problems arise in finding an assessed need to be met and finding and reaching clients. According to the ROC, CETA as it is now defined and structured is doomed. Previously, 80 percent of CETA's clients fell into two categories: (1) young, middle income teenagers, and (2) middle income housewives with aspirations. The economically deprived client was rare. Now the emphasis of CETA is on reaching the economically deprived client. Training, however, has not altered with the change in orientation. Training remains long term accompanied by low pay. Yet the economically deprived client is not interested in long-term training. The individual must have a way to subsist while being trained. The present programs are not designed properly because they are not reaching the clients. According to the ROC, CETA needs linkages with Vocational Education. The problem lies in convincing the VEC in Richmond and the Department reward for the LEA to develop a strong linkage. Presently there are not opportunities for strong linkages.

The Harrisonburg ROC describes their interaction with LEA's as primarily informal. Formality, according to the ROC, is characterized as working well with a structured task but ineffective when dealing with "management by crisis" situations. It is under such circumstances that one must be able to wield power. The factor that contributes most to coordination is an unbalanced need on both sides for each other's services, facilities, and resources. In other words, if the LEA needs CETA more than CETA needs the LEA, there is better coordination. In reality, CETA needs the LEA more than the LEA needs CETA. This situation is caused by bad publicity for CETA, undesirable clients, mounds of paperwork, and reimbursement of money after it is spent. A working relationship with education personnel was also mentioned as contribution to a successful working linkage. This relationship contributes because of well-matched personalities, but this relationship is not exploitable. Thus, the Harrisonburg ROC is careful in staff selection and visits the LEA's frequently in order to capitalize on the effect of personality politics.

A remaining factor mentioned that contributes to coordination is power politics, a factor that is somewhat difficult to exploit under present circumstances.

Information Exchange

The Harrisonburg ROC exchanges all types of planning materials with LEA's. The ROC planners contact all school districts at early stages of Education that the present programs are inappropriate. CETA also has had limited success with training facilities. They are not willing to provide forty hours of weekly training at all hours. What has effectively occurred, therefore, is that CETA has designed the machinery instead of the product. The result is resistance--resistance from LEA's, from the community, from within CETA (an aversion to changing procedures), from employment agencies (competing with CETA), and resistance from the Department of Education. The difference in planning cycles is another significant problem that CETA has imposed on CETA deliverers. An extended planning cycle would help overcome this obstacle.

There are four major disincentives in dealing with education institutions as reported by the Harrisonburg ROC: (1) bad publicity for CETA; (2) the difference in funding cycles; (3) past experience with CETA leading to a lack of trust; and (4) voluminous, redundant paperwork. There were several recommendations extended by the Harrisonburg ROC. The first one is the simplification of fiscal procedures and reporting procedures. Next, design the goals and activities first, then design the mechanism to accomplish these goals. Finally, CETA needs to overcome its poor image in order to provide incentive for the LEA's to work with them.

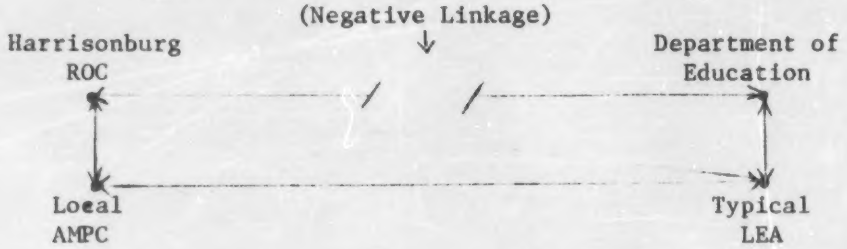
SUBJECTIVE ASSESSMENT/CONCLUSION

Subjective Assessment of the Harrisonburg ROC

This ROC IV administrator proved very cooperative and informative throughout the duration of my interview. He appeared to be a very adept administrator and an innovative thinker. He gave absolutely no suggestion of resentment nor defensiveness throughout the interview. Instead, this administrator proved very insightful and facilitative in providing additional leads.

Conclusion

The following is a graphic representation of the linkage between the Harrisonburg ROC and a typical LEA:



In summary, there were several factors that surfaced during my interview that contributed to a successful linkage. The first of these factors is the fact that communication between the Harrisonburg ROC and LEA's is an informal, multifaceted, ongoing process. Positive working relationships are valued for their ability to facilitate coordination. Another contributing factor is the fact that the local AMPC serves as an information clearinghouse for LEA's. Through the AMPC, CETA is able to transmit information concerning funding possibilities, rules and regulations, and goals and objectives. Finally, the Harrisonburg ROC elicits input from LEA's in its planning process.

There are also many factors evident that are disruptive of a successful linkage. First, LEA's are not necessarily interested in CETA money. CETA funding is usually a sideline at best for most LEA's.

CETA does not have the flexibility to offer programs that cannot be refused by LEA's. Thus, it becomes difficult to establish a strong linkage. In essence, CETA needs LEA's, not vice versa. CETA also has bad publicity, forces LEA's to deal with undesirable clients, requires LEA's to deal with mounds of redundant paperwork, and reimburses only after money is already spent. A definite negative linkage exists between CETA and the Department of Education which tends to deprive CETA of needed information. Also, CETA has not been able to discover how to actually keep children in school. CETA programs are not properly designed to meet the needs of intended clients. CETA encounters resistance from many sources: LEA's, the community, from within CETA, from employment agencies, and from the Department of Education. The difference in planning cycles is another final factor that tends to inhibit a successful linkage.

Local Education Agencies

FAIRFAX COUNTY PUBLIC SCHOOLS

STATISTICAL/DEMOGRAPHIC DATA

The subject of this interview is the director of Vocational and Adult Education for the Fairfax County School District. The director is the principle contact person for the prime sponsor in the area.

The Fairfax County Public School District has a total school age youth population (15-24) of approximately 95,000. The percentage of the total enrollment considered poverty youth (under $8,000) is 4.2 percent. The total enrollment below 85 percent of the lower living standard, e.g., eligible to participate in YEDPA youth programs, is approximately 5200. The total enrollment now participating in a CETA youth program numbers 175. Blacks comprise 5.4 percent of the target group population and Vietnamese total 1 percent.

The types of contracts include PSE, 5 percent, Voc. Ed., Title I - classroom training, and Project Yield. The funding breakdown per type of contract is:

1) PSE, Voc. Ed. (5%) & Title I	$150,000
2) Adult Voc. Ed.	$300,000
3) Project Yield	$200,000

The types of services provided include counseling, adult vocational education training and special programs such as Project Yield. The director stated that he has not experienced any problems in applying for CETA funds from a prime sponsor.

EDUCATION INTERVIEW

Communication

There are two primary communication strategies used in dealing with the prime sponsor. First, a great deal of communication is initiated from the prime sponsor to this director. This communication primarily concerns the availability of funding resources and training needs. Second, since the director holds a seat on the Manpower Advisory Council, communication also can occur through this council.

Recommendations made through the local manpower advisory council are perceived by this director as definitely being more influential than recommendations not coming through council channels. The director also feels that boundary spanners play an important role in eliminating communication gaps between CETA and education. They provide a unique perspective, and offer pertinent input and accurate information.

Communications are primarily handled in an informal manner. This director perceives that a working relationship with employment and training personnel along with a balanced need on both sides for each other's services, facilities and resources are contributing factors in a successful working linkage. The director has no organizational contacts with community-based organizations, but does interact with the state Vocational Education Agency. Communication workshops addressing appropriate channels, and methods and means of dealing with employment and training offices were not perceived as being beneficial. The director feels that a unit at the state level whose duties specifically include: information sharing, technical assistance, and institutional brokering between CETA and education would not be beneficial for Fairfax County, but it may be beneficial for the state as a whole.

Information Exchange

The director and his staff supply the prime sponsor with information pertaining to supply data, that is, students graduating with vocational education skills, facilities, and job market demand based on prior experience. No problems were noted in supplying this information to the prime sponsor.

The prime sponsor supplies information concerning proposal guidelines, labor market information, resources, area skill needs, goals, objectives, rules, and regulations. The director stated that better labor/skill demand data would be very beneficial. The present data concerning labor/skill information is literally worthless. Information concerning the possibility of other federal level funding was also noted as being helpful.

Planning

The planning activities that the director engages in with the prime sponsors primarily occur at monthly meetings and from the proposal negotiation period. Setting up agreements with the prime sponsors was one obstacle that was noted. Sometimes boundary difficulties sometimes do occur when funds are to be reallocated. Personalities, time restraints, differences in goals and objectives, turf problems, and paperwork were not perceived as obstacles to planning.

The difference in planning cycles has not created any barriers to coordination. The director has delegated that aspect of planning to a staff member and that obviates the problem. The director did feel that an increased planning cycle for CETA would help in creating better coordination with education agencies.

Programming

In certain instances, the only internal institutional restraint noted by this director concerned the lack of facilities. They do offer open-entry/open-exit programs, and they do seem to have sufficient faculty and staff.

An area that might be a potential problem in the future is if educational institutions were required to raise "matching funds". If this did occur this director believes it would erode a great deal of the support now provided by higher school officials.

Linkage Activities

All of the activities mentioned in the questionnaire concerning linkage activities were viewed as necessary for the maintenance of a successful program by this director. He did note a few activities that he felt were or primary importance; one activity being joint program planning prior to contract approval. He feels this "negotiation process" is extremely important to a successful linkage. Ongoing program planning during contracted activities was also viewed as critical. This ongoing program planning should be through consistent prime sponsor staff to LEA staff contact, and not during regularly scheduled meetings. This director reiterated that this relationship should be between each staff, and not just between the prime sponsor and principle contact person in the educational institution.

The major disincentive for dealing with CETA funding is the lack of assurance that these funds will be continued from one year to the next. There is no assurance that any program can continue into another year, thus making it difficult to hire someone to conduct a program for one year. This creates the problem of what to do with that acquired staff member. Although this has not been a major problem, the potential is always there. This director also mentioned that the "traditionalism" of many vocational education people sometimes inhibits the linkage process. Finally, this director noted that LEA officials are not "bureaucratized" as much as CETA officials, thus realizing this, both must be willing to compromise to ensure a successful working linkage between CETA and educaiton.

Subjective Assessment/Conclusion

This director appears to be a good administrator. His staff appears to have good communication with the CETA staff. He also understands both the present and potential problem areas, and he has taken steps to alleviate both. Emphasis is placed on having ongoing relationships and not just periodic meetings. This factor plus the administrator's managerial skills are the primary reasons for the efficiency and effectiveness of this operation.

HENRICO COUNTY SCHOOL DISTRICT

STATISTICAL/DEMOGRAPHIC DATA

The subject of this interview is the director of Vocational Education for the Henrico County School District. There are approximately 34,000 school age (16-21) people in the county. About 150 are participating in a CETA program for fiscal year 1979. About 40-50 percent of the target group is black.

Three types of contracts are negotiated; summer youth, PSE, and a limited Title I. All programs are run on an individual referral basis. Services provided include: counseling, placement, vocational educational training, and special programs. Funding totals approximately $200,000 for PSE (note: they could not find enough clients to spend all the money) and $70,000 for the counseling program. There is no subcontracting from prime sponsor contractors. The director said there were no problems in applying for CETA funds from the prime sponsor.

EDUCATION INTERVIEW

Communications

Communication is mostly two-way. The director stated that he and the prime sponsor call each other once or twice a week. He was "not aware of" the local manpower advisory council. He did feel that boundary spanners play a vital role in eliminating communication gaps between CETA and education.

Communication and coordination is enhanced since the County School Board employs a person "to coordinate youth programs according to guidelines established through annual contract agreement between the Henrico County School Board and the Henrico-Chesterfield-Hanover CETA Consortium, and to provide similar non-CETA funded services to school dropouts who are not eligible for CETA services. There is also one "contact person" in each school that handles the CETA program. Basically the director deals with the prime sponsor in a rather unstructured and informal way.

To maintain a viable and functional linkage with the prime sponsor, the director believes it is important to have a working relationship with employment and training personnel. He also believes that a balanced need on both sides for each other's services, facilities, and resources contribute to a successful working linkage. Finally, he stated that having specific contact people in each school also helps achieve good coordination. He does not have contact with community-based organizations or state level agencies when planning or carrying out CETA activities.

The director does believe that educational institutions would benefit from: (1) a type of communication workshop addressing appropriate channels, methods, and means of dealing with employment and training offices; and (2) a unit at the state level whose duties include information sharing, technical assistance and institutional brokering between CETA and education.

Information Exchange

Other than information required by CETA contracts and regulations, no other information is supplied to the prime sponsor. The director noted that CETA is aware of county facilities, etc. Two problems seem to occur in supplying needed information to the prime sponsor. First, it is very costly to obtain it and second, the amount of paperwork detracts from available time which could be utilized better by counseling, placement, etc. The director also feels that CETA is constantly changing its regulations which contributes to this problem.

Information pertaining to area skill needs and rules and regulations are supplied to the prime sponsor. The director could not think of any other specific information that would be helpful to him in setting up program plans.

Planning

The director is on the planning committee, thus he is definitely involved in planning with the prime sponsor. Two obstacles were noted in setting up agreements with the prime sponsors: one, the biggest obstacle being the amount of paperwork involved; and time restraints was also mentioned.

Differences in planning cycles do create barriers to coordination. Although this may be found to hinder planning, the agency may have learned to "live with it". Oftentimes budgets are subject to being amended. The director did not see an increased planning cycle for CETA as a vehicle for better coordination with education.

Programming

The director was not aware of any institutional restraints that make it difficult to increase planning activities with the prime sponsor. However, there is one restraint that is not really considered to be "institutional". This problem is that they have a lack of clients. The director believes they could successfully train and place more cleints if they were available.

Linkage Activities

The activities that contribute to a successful linkage include:

1) contacts and relationship between the director and the prime sponsor;
2) relationship between school officials and the CETA agency;
3) communication methods;
4) information exchange meeting;
5) joint program planning prior to contract approval;
6) CETA Advisory Council membership;
7) CETA-Youth Council membership;
8) ongoing program planning meeting during contracted activities; and
9) joint program planning.

The director noted what he considered to be the three major disincentives for dealing with CETA funding. First and foremost is the amount of paperwork involved. Second, the regulations are too strict and they tend to limit programs; third, the uncertainty or guarantee of future funding. Oftentimes a program will be initiated and utilized for one year only. When such a condition does prevail, it leads to releasing people from their positions after that year.

The only problems noted in the coordination of planning and program activities were the planning cycle problems and the confusing or conflicting rules and regulations.

Subjective Assessment/Conclusion

The director and his staff regard placement as their highest priority. This is reflected in the fact that they have 100 percent placement success with their clients. He says that successful placements have created enthusiasm among employers and, therefore he has no problem finding jobs. In fact, he has more jobs available than clients.

The director made three recommendations for eliminating future coordination problems. First, reduce the amount of paperwork required. Second, institute more stability in the rules, that is, do not change them so frequently. Third, situate a CETA "contact person" in each school to solidify the communication network.

RICHMOND PUBLIC SCHOOL SYSTEM

STATISTICAL/DEMOGRAPHIC DATA

The subject of this interview was the director of Youth Employment Services for the City of Richmond, Virginia Public School System. The total school age youth population (ages 5 to 19) in the Richmond School District is 54,601. Of this total, 35,885 are enrolled in the Richmond Public School System with the balance being unattached. In the 1976-77 academic year, the latest reporting period, there were 3,666 economically disadvantaged youths in this district. During this same period, there were 1,034 high school dropouts of the school system.

There are two CETA-funded projects under the auspices of the director: (1) A Youth Employment Training Program (YETP); and (2) A Youth In-School Employment Program. Two other programs, a Summer Youth Employment Program (SYEP) and a Youth Community Conservation and Improvement Project (YCCIP), are also being implemented in the City of Richmond and being funded by CETA. Neither of these programs, though, were under the auspices of this director. All four programs will be examined in greater detail later in this text. Regarding the programs under this administrator's direction, approximately ninety percent of the clients served are black, the balance being predominantly white.

Precontract/Agreement Activities

Although this director has never actually gone through the process of submitting a proposal to the prime sponsor, he gave a description of how this process is conducted. It proceeds as follows: (1) the prime sponsor advertises the availability of CETA funds for a particular program; (2) the LEA typically will initiate some interest in the program; (3) the prime sponsor will send the LEA an RFP specifying a description of the intended program, goals and objectives, etc.; (4) the LEA submits a proposal to the prime sponsor; (5) the proposal first goes to the CETA-Youth Council for evaluation and recommendation; (6) the proposal will then be submitted to the Technical Advisory Committee (TAC) of the Richmond Area Manpower Planning System (RAMPS) for its evaluation and recommendation; and, finally, (7) RAMPS then uses the recommendations to decide to whom to award the contract.

The LEA indicated that he does not perceive nor anticipate any problems with this procedure. The LEA claims that his membership on the CETA-Youth Council enables him to be informed as to when funding possibilities are becoming available. Also, he indicates he has a good, informal working relationship with the prime sponsor. Thus, he communicates with them frequently and he is usually aware of all funding possibilities before they come to fruition.

CETA/LEA Agreement

The Youth In-School Employment Program provides the services of: recruitment and intake of high school students, the development of jobs in the private sector, and placement and counseling of students. The objective of the program is to expand current efforts by the Richmond Public School System to find part-time employment for in-school youths. The specific purpose of the CETA funding is to add two Placement Specialists and a Typist to the already existing Employment Counseling and Placement Project.

The goal of the Youth Employment Training Project (YETP) is to provide employability development services to approximately one hundred-eighty residents of the City of Richmond. One hundred of the participants will be in-school potential dropouts. The remaining eighty students are dropouts. For both components the program provides the following services: (1) assessment, counseling, and orientation to assure that all participants meet certain behavioral objectives designed to guarantee job-readiness; (2) short-term educational upgrading or GED preparation to those participants who need improved reading and arithmetic skills to obtain employment; (3) institutional skill training to participants in selected high-yield occupational areas; (4) work experience training to participants in selected high-yield occupational areas; (5) academic credit for time spent on work experience or private sector jobs; and (6) career and occupational awareness training. The program also provides the participant the opportunity to experience payrolling and recruitment and selection procedures. The program is designed to be open-entry and open-exit.

The Youth Community Conservation and Improvement Project (YCCIP) entitled the R-CAP (Richmond Community Action Plan) Youth Environmental Service has as its objective: to provide structured and closely supervised employment to thirty-two eligible youths. These youths, aged sixteen to nineteen, are employed in a variety of work situations related to conservation and environmental upgrading. This project is designed to be a rotating employment program, with each enrollee participating in at least four project elements during their twenty-six week enrollment period. The project elements include: (1) lead paint hazard abatement; (2) community clean-up; (3) emergency fuel distribution; (4) aluminum recycling; and (5) an increase in survey data on pest infestation. The transitional services provided are as follows: (1) the participants receive thirty-hours per week of structured and supervised employment; (2) the participants receive four hours of educational activities per week; (3) supportive services are provided to participants as appropriate (e.g., transportation, childcare, referrals, etc.); (4) participants receive at least one hour per month of group counseling and at least one-half hour per month of individual counseling with emphasis on orientation to the "world of work" and formulation of plans for subsequent education or training; and (5) provide academic credit for YCCIP participation.

The Summer Youth Employment Project (SYEP)provides seven weeks of employment for 1,510 economically disadvantaged youths between the ages of fourteen and twenty-one. The students involved will be currently enrolled in secondary school or college and plan to return to school in the fall, and dropouts who plan to return to school. The transitional services provided are: (1) outreach and recruitment; (2) intake and selection; (3) assessment and job placement; (4) job development; (5) counseling; and (6) follow-up and evaluation.

EDUCATION INTERVIEW

Communication

There was no single communication strategy employed predominantly in the CETA/LEA interaction process. The interaction was a combination of: (1) communication initiated by the LEA directed towards the prime sponsor; (2) communication initiated by the prime sponsor directed towards the LEA; (3) communication transmitted via a seat on RAMPS or the RAMPS-Youth Council; and (4) communication between RAMPS and the Richmond Public School System. A seat on the RAMPS Advisory Council is perceived by the LEA to play an important role in CETA-Education coordination. Also, recommendations made through council channels are perceived as more influential than those made otherwise.

Boundary spanners are not perceived to play an important role in eliminating communication gaps. The reason for this is that in RAMPS the incidence of boundary spanning is very rare as reported by the LEA. Generally, different individuals serve on different committees within the organization. LEA interaction with RAMPS is characterized by a combination of formal, structured interaction and informal, unstructured interaction. The RFP procedure and associated contract application and award procedures are characterized by formality whereas information gathering is characterized by informality.

Concerning contributing factors in effecting a successful linkage, a positive working relationship was named as predominant by the LEA. A balanced need on both sides was also considered to be an important factor. The main extra-organizational contact the LEA has is when it interacts with the Richmond Community Action Program (R-CAP). Many other community-based organizations are also involved. Primarily these agencies provide referrals to programs directed by the LEA. There is no state level contact with educational agencies providing technical assistance. Concerning the value of communication workshops addressing channels, methods, etc., the LEA claims that this is already being done. The LEA attended a Region III YETP workshop in Philadelphia not longer than two weeks prior to my site visit. The LEA felt that the workshop was informative and rewarding. Also, he feels if these workshops were conducted on an annual basis, it would be sufficient for his needs. The LEA would especially like to see a unit at the state level that would act as a clearinghouse containing program information on other Virginia LEA's.

Information Exchange

The LEA reports that information supplied to the prime sponsor is all part of a MIS system. Contained in this system are monthly narratives detailing what is happening in the program (e.g., the number of students graduating, the skills they possess, the number of terminations, etc.). Their only problematic area concerning supplying prime sponsors information occurs when the LEA is not experienced in supplying information. Also, some intake paperwork is voluminous, but the LEA reports that he takes this in stride.

The prime sponsor provides the LEA with information concerning a breakdown of CETA programs in terms of resources available and program design. Goals and objectives are generally carefully designed and delineated in the program RFP's. Rules and regulations are generally contained in the Federal Register. Also, the prime sponsor supplies some information concerning what other LEA's are doing.

Concerning nonaccessible, useful information, the LEA reports that he would like more information regarding funding possibilities. This would negate the need to rush to complete proposals to meet unrealistically set deadlines. The LEA indicated that this untimeliness is not the fault of the prime sponsor, but rather the fault of the Department of Labor.

Planning

LEA's, generally, perform planning functions in conjunction with the prime sponsor within the context of the RAMPS Youth Council Planning Committee. There are several obstacles to setting up agreements with RAMPS identified by the LEA. For instance, differences in goals and objectives were mentioned as an obstacle. That is, the prime sponsor wants certain objectives accomplished that the LEA feels is unrealistic, therefore he does not strongly desire to strive to meet those objectives. When this occurs, the differences are negotiated to a common agreement. Time restraints in the form of unrealistically demanding deadlines for proposals are also identified as an obstacle. The LEA was also quick to indicate that the source of this obstacle was the Department of Labor rather than the prime sponsor. Also, paperwork is identified as an obstacle. This occurs in the context of information required for proposals. Often this information is exceedingly difficult to obtain. Differences in planning cycles were also identified as creating a barrier to coordination between the LEA and the prime sponsor. The LEA retains funds past the close of the school system's fiscal year to continue a CETA-funded program through September. Even with this precaution, the LEA is not assured that the program will be funded beyond the end of September. The LEA feels that an increased planning cycle for CETA would, in large part, correct thisproblem. But, he also feels it is imperative that proposals be allowed to be amended during this period to allow program changes.

Programming

The LEA is not aware of any internal, institutional restraints that interfere with his planning activities with the prime sponsor. He also feels he has considerable support from higher education officials in his activities. Also, his programs are open-entry, open-exit which eliminates problems.

Linkage Activities

The following activities and relationships were listed as significant in contributing to the coordination of activities and programs with the prime sponsor: (1) contacts and relationships between the LEA and the prime sponsor; (2) relationship between school officials and the prime sponsor; (3) information exchange meetings; (4) CETA Advisory Council membership held by a representative of the LEA; (5) CETA-Youth Council membership held by a representative of the LEA; (6) joint usage of CETA and Education funds for program activities (particularly favorable for CETA); (7) ongoing program planning meetings; and (8) joint program evaluation. The LEA indicated that he did not know whether communication methods contributed to coordination. The LEA also indicated that joint program planning prior to the award of a contract did not occur.

The LEA indicated that the only disincentive to using CETA funding as far as he was concerned was the fact that he was unsure whether funding would continue for a program beyond one year. The Richmond Public School System is, generally, unwilling to hire additional qualified staff under those terms. Several items were identified as creating barriers to coordination of programming and planning activities with the prime sponsor. For instance, political relationships, although indicated as not creating a barrier was mentioned as being a very prevalent activity in CETA. This refers, generally, to power struggles and relationships that occur within RAMPS. A general resistance to change on the part of the school board was mentioned as a potential barrier. Goal incongruence was indicated as a potential barrier although these matters are often negotiated to a common agreement. The planning cycle difference was characterized as an inconvenience which the LEA is able to cope with. Confusing or conflicting rules and regulations issued by the Department of Labor was also mentioned as possibly causing a barrier.

SUBJECTIVE ASSESSMENT/CONCLUSION

Subjective Assessment of the LEA

The LEA director had only occupied his position for approximately seven months at the time of my interview. He had never actually, personally directed the procedure of applying for CETA funding of a particular program. Therefore, his in-depth knowledge of the fine points of CETA-LEA interaction was limited. Otherwise, he gave the impression of being an adept administrator and was not in the least irritated or defensive when talking about his relationship with his prime sponsor.

Throughout the interview there were several factors identified that contributed to a successful linkage. For instance, the fact that this director represented the Richmond Public School System on the CETA-Youth Advisory Council contributed to a successful linkage between the school system and CETA. Other members of the school system are represented on RAMPS effecting a successful linkage between the Richmond Public School System and RAMPS (the prime sponsor).

Richmond Public School System ⟷ Richmond Area Manpower Planning System

Communication and a positive working relationship was apparently a very essential process that contributed to enhanced cooperation. Communication workshops are available and are described as informative and worthwhile. Incongruent goals and objectives can be negotiated to a common agreement. There is a lack of any perceived internal, institutional restraints that impede planning and implementation of CETA programs.

There were also several factors identified that were disruptive of the successful linkage process. For instance, the difference in planning cycles make future planning for the LEA somewhat precarious. There is an identified need for a clearinghouse of CETA funded programs within the state.

Paperwork required by CETA is often voluminous in nature. There is a need for greater awareness and timeliness of funding possibilities. Time restraints are often unrealistic. The Department of Labor often issues confusing and conflicting rules and regulations.

ALEXANDRIA CITY PUBLIC SCHOOLS

STATISTICAL/DEMOGRAPHIC DATA

The subject of this interview is the Coordinator of Adult and Distributive Education for the Alexandria Public School District. Total school age youth population (16-21) is approximately 3,300. Total in-school youth is about 99 percent. About 700 participants are enrolled in a CETA program. Of the minority or target group population approximately 90 percent are black and 10 percent are native American.

Contracts include Title II B, D, Title VI, and PSE. Programs are on a class basis. Services provided include assessment, placement, vocational education training and special programs. Funding amounts to $68,000 for summer youth programs and $125,000 for the remaining programs. No subcontracting is done from prime sponsor contractors. The lack of sufficient planning time is the only problem encountered in applying for CETA funds from the prime sponsor.

EDUCATION INTERVIEW

Communication

The most important communication strategy utilized in dealing with the prime sponsor is direct communication by this administrator as to the availability of training resources and facilities. Rarely is commuication conducted through a seat on the Manpower Advisory Council.

Recommendations of educational representatives made through council channels were not perceived as being more influential than those not coming through council channels. Boundary spanners were considered to play a vital role in eliminating communication gaps between CETA and

Education. Dealings with the prime sponsor are conducted in a rather unstructured and informal manner.

This administrator believed that a working relationship with employment and training personnel along with a balanced need on both sides for each other's services, facilities and resources both contribute to a successful working linkage with the prime sponsor. He also believed that the small size of the city and the interest of the local people helped his coordination efforts.

Organizational contacts with community-based organizations and state level conduct with educational agencies providing technical assistance are utilized when planning or carrying out CETA activities. This director believed that a type of communication workshop addressing appropriate channels, methods, and means of dealing with employment and training needs would be beneficial. He also believed that a unit at the state level whose duties included information sharing, technical assistance, and institutional brokering between CETA and Education would be helpful.

Information Exchange

This agency supplies to the prime sponsor whatever type of information that is requested. Normally the only information sent to the prime sponsor is that which is specified by contracts and regulations. This administrator stated that there were no problems encountered in supplying information.

The labor/skill demand data was considered too generalized to be helpful. Information and feedback from other successful programs would be helpful in setting up their program plans.

Planning

Planning is presently conducted when each of the contracts are being negotiated. Too much paperwork and time restraints were the only obstacles encountered in setting up agreements with prime sponsors. These differences are resolved by "working around them".

Differences in planning cycles sometimes caused reports to be late. In spite of the differences in planning cycles, it is believed that a high level of joint planning can be achieved. This administrator thought that an increased planning cycle for CETA would help create better coordination with Education.

Programming

Institutional restraints such as lack of facilities, lack of faculty and staff, lack of support by higher school officials, etc., were not factors in the planning activities with the prime sponsor. Also, they offer open-entry/open-exit programs.

Linkage Activities

The activities that contribute to a successful linkage included:

1. contacts and relationship between this administrator and the prime sponsor;
2. relationship between school officials and the CETA agency;
3. communication methods;
4. information exchange meetings;
5. joint program planning prior to contract approval;
6. CETA Advisory Council membership;
7. CETA-Youth Council membership
8. joint usage of CETA and Education funds for programmed activities;

9. ongoing program planning meetings during contracted activities; and

10. joint program evaluation.

This administrator could not think of any major disincentives for dealing with CETA funding. The only barrier noted to the coordination of planning and program activities with CETA was the lack of time or manpower to coordinate, which was primarily due to the prime sponsor.

SUBJECTIVE ASSESSMENT/CONCLUSION

The small size of the city and agency makes planning, programming, coordination, etc., much less complex than most other linkages in the State. This administrator appears to manage the programs effectively by utilizing an informal structure mode.

ADULT VOCATION AND CAREER CENTER FOR ARLINGTON COUNTY

STATISTICAL/DEMOGRAPHIC DATA

Program Design

There are two major CETA funded skill centers for Arlington County, Virginia: (1) the CETA Skill Center; and (2) the CETA Center for the Foreign Born. For the period of July 1, 1978 through September 30, 1979 the CETA Skill Center served a total of 451 clients at a cost of $994,833.00. During this same period, the CETA Center for the Foreign Born served a total of 270 clients at a cost of $621,752.00.

The purpose of the CETA Skills Center is to provide vocational training, basic education, counseling, and placement for unemployed and underemployed adults. The program serves the counties of Arlington, Fairfax, the City of Alexandria, and Balance-of-State clients. For Arlington County, the Skills Center provides testing, counseling, and classroom training.

The CETA Center for the Foreign Born provides English language and job training for foreign born adults who are unemployed or disadvantaged due to limited English language ability. For Arlington County, it provides the services of intake, testing, counseling, training, placement, follow-up and payment of allowances. For Fairfax County, it provides the same services except for the payment of allowances. For Alexandria City, it provides classroom training.

There are several other CETA-funded projects being conducted in Arlington County, Virginia. The purpose of the Alternative Careers Project is to provide job development, career counseling, and referral for individuals seeking part-time, flexible time, or project contracting positions. Additionally, the program intends to create a resource center for collecting and disseminating such information. It is funded under Title I for $19,688 and four persons have been served during the subject fifteen month period. The Alternative Careers Outreach Program is funded under the Governor's Manpower Services Council. It is designed to bring the Alternative Careers Program to other jurisdictions in order to provide information on services and training available within the Northern Virginia area to CETA eligible clients. To CETA eligible clients, it offers the services of introduction to community resources, counseling, referral, and follow-up. It has cost $11,691 since March, 1978 (its implementation date).

The purpose of the Governor's Manpower Services Council Project is to provide classroom training and on-the-job training (OJT) in hotel/motel, clerical, and food service occupations. It provides the services of intake, testing, counseling, training, placement, OJT, follow-up, and payment of allowances for Northern Virginia clients. Ninety clients were served in classroom training and eight were trained OJT. Cost for this project is $179,455 for the period January 1, 1979 through September 30, 1979. The purpose of the Skill Training Improvement Project is to prepare students who have proficiency in English and in one other language for positions as administrative secretaries. It is funded under Title III in the amount of $150,000 and serves twenty clients for the period October 1, 1978 through September 30, 1979. The program provided the services of outreach, recruitment, training, counseling, job placement, and payment of allowances for clients. The purpose of the Youth

Employment Training Program is to provide career planning and job development for disadvantaged youth. It is funded under Title III in the amount of $74,332.00 for the preiod of July 1, 1978 to September 30, 1979 and it served a total of 81 clients. The program provided the services of intake, training, vocational counseling, OJT, placement, and payment of allowances.

The purpose of the Youth Community Conservation Improvement Project is to provide skill development and work experience in carpentry to unemployed youth in Arlington County. The program is funded under Title III at a cost of $98,384.00 and served a total of thirty-one clients during the period from July 1, 1978 through July 31, 1979. It provided the services of intake, counseling, work experience, placement, and payment of wages. Funded under Title IV was the Public Service Employment Program, which provided public service employment for an inventory control clerk and a resource assistant. It served two clients at a cost of $19,551. Services provided were work training experience and payment of wages. Finally, the purpose of the Vocational Assessment Center was to assess the work potential of CETA clients by identifying their abilities, skills, and interests through work sampling. It was funded under Title I for $26,915 and served a total of sixty-seven clients. It provided the services of testing, counseling, and referral to appropriate training or other projects.

From the preceding program descriptions, it is evident that the CETA-funded programs in Arlington County and the related areas it serves are highly diverse. In fact, Arlington County has served clients from over fifty-seven nations.

Precontract/Agreement Activities

The Arlington County LEA describes the major steps in applying for CETA funds as follows: (1) the LEA becomes aware of a funding possibility from an advertisement of such; (2) the LEA then makes an application to the prime sponsor for the subject program; (3) the application goes to the priority subgroup of the Manpower Planning Council which makes recommendations to the County Board of Supervisors (the prime sponsor for the area); and (4) the County Board of Supervisors makes a decision whether to approve the application. The only problem indicated by the LEA with this procedure is that the Manpower Planning Council is a political arena and political manipulating could have a profound effect on funding for the area. The LEA indicated that this political manipulation was on the increase in the area.

Education Interview

Communication

The LEA indicated that the most important communication strategy utilized was communication initiated by itself to the prime sponsor(s) regarding the availability of training resources and facilities at its institutions. The LEA also feels that the local Manpower Planning Council is an effective vehicle for CETA/Education coordination. It feels that its recommendations are more influencial if they are made through Council channels than if made otherwise. The LEA also believes that boundary spanners do indeed play a vital role in eliminating communication gaps between CETA and education. The LEA itself is a member of the Manpower Planning Council as well as the CETA-Youth Council and the Vocational Advisory Committee. Its representative with the prime sponsor is also a member of some of these same organizations and agencies.

The LEA describes his interaction with the prime sponsors as a combination of formality and informality. On the surface, most procedures and activities are characterized by their formality. Behind the scenes, though, much informal interaction is conducted. Also, before a formal application is submitted, there are many informal discussions between the LEA and prime sponsors. The LEA believes that the most significant factor in contributing to a successful working linkage between itself and the prime sponsors is a positive working relationship between the subject parties. The LEA also believes that a balanced need on both sides for each other's services, facilities, and resources is a contributing factor, although the LEA believes that direct communication is the predominant factor.

The LEA reports that it uses inputs from several community-based organizations in his design and implementation of CETA-funded programs. He has monthly, informal luncheons with representatives from area community colleges, the University of Virginia, VPI Extension, George Mason University, the library, and others. The purpose of these luncheons is to obtain new ideas and new programs. The LEA also gains input from State level agencies. These include the State Adult Education Associations, vocational programs on the state level, and the Governor's Manpower Planning Council. The LEA believes that it would benefit from a type of communication workshop addressing appropriate channels, methods, and means of dealing with employment and training agencies. It reports that this type activity is already going on but it also reports there is a continuing need for this type of activity. The LEA also reports that there are units at the state level who provide the services of information sharing, technical assistance, and institutional brokering between CETA and education. Specifically, the Governor's Manpower Planning Council has the assigned function of disseminating this type of information. Also, many workshops in this subject area are available, e.g., in Blacksburg.

Information Exchange

The LEA does not necessarily supply the prime sponsors with any information from its specific operation. The information that is provided is supplied by the CETA Skills Center and other agencies subordinate to it although the LEA is aware of the problems associated with supplying information to prime sponsors. Primarily, it reports that there are excessively short lead times and unrealistic deadlines. The prime sponsors do supply the LEA with certain information, however. This information concerns new money available, excess money, and the program monitoring reports. The LEA also reports that most other information supplied to him is from the Manpower Planning Councils, e.g., labor market information, goals and objectives, etc., or the VEC, e.g., area/community skill needs. It indicates that there is no additional information that it desires for program design that is not now accessible.

Planning

The LEA is currently not involved in any planning activities with any prime sponsors. He reports that the only major obstacles he encounters in setting up agreements with prime sponsors are politics. The LEA reports that the difference in planning cycles does not create a significant problem for it. It simply plans the programs and assumes the funding will be forthcoming and this strategy eliminates any problems for it.

Programming

The LEA reports that it has virtually no internal, institutional restraints that make it difficult for it to increase its planning with the prime sponsors. It feels that it has good facilities, adequate faculty and staff, much support from higher school officials, and it does offer programs which are open-entry, open-exit.

Linkage Activiites

The LEA reports that the following activities and relationships are very important in effecting a successful working linkage: (1) contacts and relationships between itself and the prime sponsors it is dealing with; (2) relationship between school officials and the prime sponsors; (3) informal communication methods; (4) information exchange meetings; (5) joint program planning which is made possible by boundary spanning; (6) CETA Advisory Council membership held by the LEA: (7) CETA-Youth Council membership held by the LEA: (8) joint usage of CETA and education funds for program activities; and (9) ongoing program planning meetings conducted under the confines of the Manpower Planning Council. There is no joint program evaluation, but rather the LEA conducts his own independent evaluation and submits it to the prime sponsors. In the LEA's opinion there are no major disincentives for dealing with CETA funding. Also, in the LEA's opinion there are two factors which could possibly create barriers to his successful coordination of planning and programming activities. These are political relationships and inadequate funding.

ALTERNATIVE EDUCATION PROGRAM FOR COUNTIES OF CLARKE AND FREDERICK AND THE CITY OF WINCHESTER

STATISTICAL/DEMOGRAPHIC DATA

The Director of the Alternative School is responsible for providing programs for the City of Winchester and Clarke and Frederick Councies. Two Alternative Education Programs (AEP's) are conducted in the Alternative School: (1) for fourteen and fifteen year olds, and (2) for sixteen to twenty-one year olds. The target groups for these programs are high school dropouts or those youth identified as potential dropouts because of academic underachievement, truancy violations, cultural disadvantages, and socioeconomic handicaps. The objectives of the program are to help the client receive his high school diploma through re-entry or G.E.D. by providing alternative learning experiences for the student who has difficulty achieving success in other learning situations. The client's day is divided into two half-day segments: (1) in the morning hours, the clients concentrate on academic areas (i.e., language arts, math, and career awareness); and (2) in the afternoon, clients concentrate on work experience at local job training sites. Students also receive counseling to improve their self-images and to better understand and develop their talents and final satisfaction of service. Also, AEP helps students understand and participate in group activities. Further exploration of cultural avenues and resources which lead to awareness and appreciation of life is also encouraged. Total participation in the programs now stands at sixty-four. Of this total, forty-four are male, twenty are female, twelve are on public assistance, ten are AFDC recipients, fifty-two are white, twelve are black, and forty-eight are economically disadvantaged. The programs are funded in the amounts of approximately $127,000 under Title II and $185,000 under Title IV.

Precontract/Agreement Activities

Although the current LEA supervisor has never actually applied for CETA funds (due to his relatively brief experience in the position), he delineated the steps involved to the best of his knowledge as follows:

1. the Harrisonburg ROC (ROC IV) notifies the LEA of the funding possibility both formally by advertising in the newspaper and informally by a telephone call;
2. the local Area Manpower Planning Council (AMPC) creates the budget for the subject programs;
3. the LEA sends the Harrisonburg ROC a letter of intent with budgetary figures; and
4. the Harrisonburg ROC notifies the LEA of the awarding of the contract.

The LEA is not aware of any problems with these steps because he has never formally carried out this procedure.

EDUCATION INTERVIEW

Communication

The LEA is not currently a member of the local AMPC but is planning to become one in the very near future. The most important communication strategy utilized in the past (when the LEA was an active member of the local AMPC) was to receive CETA information (i.e., funding possibilities, etc.) via a seat on the AMPC and then contact the Harrisonburg ROC for further information and procedural details.

The LEA feels that the AMPC is an important vehicle for CETA-Education coordination. Also, the LEA feels that its recommendations would be more influential if they were made through council channels than if made otherwise. The LEA also feels that boundary spanners play a vital role in eliminiating communication gaps between CETA and LEA's. The LEA describes its interaction with the prime sponsor as primarily unstructured and informal. The LEA emphasizes the good working relationship it has with the Harrisonburg ROC. The LEA feels that both a good working relationship and a balanced need on both sides for each other's services, facilities, and resources are equally critical in contributing to a successful working relationship. The LEA, though, feels there is a problem between the VEC-CETA in Richmond and the VEC-Harrisonburg. There is apparently a communication breakdown between the two offices in that the LEA often receives conflicting information from them which affects its operations. Resolution with the Harrisonburg ROC is usually prompt and not cumbersome.

The LEA uses input from some community-based organizations in its planning process. Some of the students are placed in non-profit and public institutions, and these organizations will have an impact on the LEA's planning. Also, the Department of Education will affect the LEA's planning in that they evaluate its programs. CETA also evaluates the LEA's programs, but it evaluates them financially, not for program quality. The LEA does indeed feel that it would benefit from a communication workshop addressing appropriate channels, methods, and means of dealing with employment and training offices.

Also, the LEA feels there is a critical need for a unit at the state level whose functions would include information sharing, technical assistance, and institutional brokering between CETA and education. The Winchester AEP is often used as an example to other school districts who are starting their own AEP. Starting such a program without a guide can cause many headaches.

Information Exchange

The information the LEA supplies to CETA is purely administrative in nature. There are no reports supplied that provide dates and names of students graduating with certain vocational skills. The LEA does supply the Harrisonburg ROC with information concerning the facilities the LEA has. Information concerning funding resources are supplied through the letter of intent sent to the Harrisonburg ROC. Quarterly reports are also supplied to the Harrisonburg ROC delineating characteristics of participants. The LEA indicates that the only problem it experiences with supplying information to the ROC is that some of the paperwork required is redundant.

The Harrisonburg ROC supplies the LEA with all required forms, guidelines, and procedural information. No labor market information is supplied to the LEA. Information concerning resources is contained in the AMPC plans as well as information concerning area/community skill needs, goals and objectives, and rules and regulations. The LEA indicates that information concerning funding possibilities would be very significant in helping set up program plans. Most other information needed is available in the annual AMPC plan.

Planning

The LEA indicates that it is presently involved with the Harrisonburg ROC in designing an Out-of-School Work Experience Program. The interaction takes place in the AMPC meetings and was initiated by the LEA. The LEA does not encounter any major obstacles in setting up agreements with the Harrisonburg ROC. However, the difference in planning cycles does tend to create barriers to coordination. CETA funding is a year to year process and many teachers may find themselves out of work with little notice. This can cause considerable problems. A two-year planning cycle would, to a large extent, eliminate this problem and provide teachers with a proper incentive.

Programming

The LEA does report that there are internal, institutional restraints that impede its operation. For instance, the Joint Control Committee for the City of Winchester and Clarke and Frederick Counties (the fiscal agent of its district) often directly interferes with planning being conducted between the LEA and the ROC. Facilities are perceived by the LEA as being sufficient to meet the needs of the programs. The LEA desires to keep a faculty-student ratio of ten to one and this is often difficult to do. Also, there is a lack of support from higher school officials. There is apparently a lack of knowledge about AEP, according to the LEA. Also, these same individuals would rather not use federal money. The inability to offer open-entry, open-exit programs also presents a problem for the LEA. CETA eligibility is at the root of the problem. Many individuals the LEA cannot help because they do not meet CETA elibibility requirements.

Linkage Activities

The following activities are considered important in affecting a successful linkage: (1) contacts and relationship between the LEA and the Harrisonburg ROC; (2) communication methods which are initially verbal with a written follow-up; (3) CETA Advisory Council membership held by the LEA: (4) CETA-Youth Council membership held by the LEA; (5) joint usage of CETA and education funds for program activiites; and (6) ongoing program planning meetings. Relationships between school officials and CETA is a problem area as discussed previously. Also, there is no additional compensation for accepting the additional paperwork burden. There are no information exchange meetings conducted. Joint program planning is done with other school districts or AEP's but not done with CETA. The LEA is not sure whether joint program evaluation is done. Finally, the LEA believes that if CETA could provide a clearinghouse of information detailing what all area school districts are doing, coordination would be greatly facilitated.

In the LEA's opinion, there are two major disincentives in dealing with CETA funding: (1) the local population has a poor attitude toward CETA because of bad publicity in the past; and (2) CETA funding deals with undesirable clients and as money becomes tight, funding is eliminated for this group. The LEA considers the following factors to create barriers to coordination: (1) possibly communication methods in that they may need to be more formal; (2) political relationships which are exacerbated by bad publicity and negative local attitudes; (3) lack of appropriate incentives among teachers which would be eliminated by a two-year funding cycle; (4) a general resistance to change among local individuals; (5) the lack of information exchange; (6) the planning cycle problem; (7) confusing/conflicting rules and regulations; and (8) inadequate technical assistance in that CETA personnel are administrators and cannot aid in setting up programs. The LEA recommends above all else that training and additional money be provided for teachers as an appropriate incentive. Also, the LEA recommends that a seat on the AMPC be mandatory for individuals in its position.

VOCATIONAL EDUCATION FOR
BATH COUNTY PUBLIC SCHOOL SYSTEM

STATISTICAL/DEMOGRAPHIC DATA

Bath County is a rural, mountainous region, sixty percent of which is owned by the Federal government. It has a land area of 540 square miles and a population of 5,300. Bath County is in the Valley and Ridge Province lying in the Alleghany Mountains. Almost ninety percent of the total area is forested. The area has several small sawmills, lumber plants, and commercial farms which produce firewood, fence posts, pulpwood, and standing timber. Mineral resources produced commercially include limestone and dolomite. Over fifty percent of the farm income comes from livestock, chiefly calves, cattle, and sheep. Poultry and dairy products are also important. Tourism is the primary source of employment for Bath County residents. Since tourism is the primary source of employment in the County, most employment is seasonal and results in fifty percent of the working families having income under the national poverty level. Also, due to the large proportion of federally-owned land in combination with the limited industrial development, there is a low tax base for the County. These factors function to produce an average family income for Bath County residents that is the second lowest in the State of Virginia. They also contribute to the astounding 18.9 percent unemployment rate for Bath County for December, 1976.

There is a total in-school youth population in Bath County of 430 of which thirty to forty percent are considered poverty youth. The total number of youth participating in CETA-funded programs is twenty. The target group is not racially determined, but rather is white males.

Program Design

The drop-out rate for Bath County was 6.2 percent for the 1976-1977 academic year which is a radical increase from the 3.8 percent rate in 1973-1974. Due to this fact, Bath County has initiated an Alternative Education Program funded under Title IV to provide an alternative method for disadvantaged youth to obtain positive work attitudes, marketable vocational skills, and necessary life skills in order that they may become productive citizens. Thus, the project identifies twenty economically, culturally, socially, and academically disadvantaged youth who have been determined to be prospective dropouts and who have not been successful in the regular school program. Students eligible for the program have a minimum age of sixteen and a maximum age of nineteen. The project makes an attempt at an integrated approach to link the efforts of an academic and vocational life skills program. The project will offer a three-part block program leading to: 1) the G.E.D. certificate or graduation; 2) a marketable skill; and 3) competency in life skills. There are several services provided by this program. The first is a provision of a supplementary counseling program which will offer the following services: 1) help youth to develop learning skills; 2) foster effective learning climates for youth; 3) provide opportunities for youth to establish good working relationships with others; 4) help youth to develop positive, realistic self-images; 5) assist youth in becoming self-directive; and 6) encourage wholesome attitudes toward the world of work and cultivate a desire to contribute. Second, the program will develop a flagging system to identify potential dropouts before they separate from the school system. Third, the program will identify potential dropouts who would benefit from an Alternative Education Program (AEP) through a special screening process. Fourth, the AEP will provide for twenty potential dropouts at the secondary level which emphasizes: 1) a vocabulary program directed at graduation or a G.E.D.; 2) guidance and counseling services in life skills; and 3) a special community service-oriented vocational course in maintenance and repair skills. Cost for the AEP for fiscal year 1979 is $131,675.90.

Precontract/Agreement Activities

The LEA describes the major steps in applying for CETA funds as follows: 1) becoming aware of funding possibilities from the annual Area Manpower Planning Council (AMPC) plan or from a memo initiated from the Harrisonburg Regional Operations Center (ROC IV); 2) the LEA would then contact the ROC directly; 3) the ROC would supply the LEA with the necessary application forms, etc.; 4) the LEA would then confer with the CETA planner to design a plan; and 5) if the probability of approval looks positive, the LEA would meet with the CETA contracting officer (COR) to design the contract. A possible variation to this procedure is, if the LEA should develop an idea, it would then initially contact the Harrisonburg ROC and the other steps would remain the same. The LEA typically would not use an RFP in applying for CETA funds. The problems encountered with the procedures utilized by the LEA is that it does not always have adequate lead time to design a plan. Thus, often the programs suffer from a lack of planning.

EDUCATION INTERVIEW

Communication

The communication strategy utilized with the Harrisonburg ROC is a combination of direct communication initiated by the LEA as to the availability of training resources and facilities available at Bath County Public School System, and direct communication initiated by the Harrisonburg ROC as to funding resources and program and training needs. In contrast to other LEA's interviewed, this LEA feels that the local Area Manpower Planning council (AMPC) is a waste of time. The LEA reports that they are supposed to be advisory in nature, and they do provide some useful information and contacts. The AMPC's, however, have no real responsibility, and this sabotages their effectiveness. The LEA, however, does believe that its recommendations are more influential with CETA if they are made through Council channels than if made otherwise. The LEA also feels that boundary spanners, to some extent, play a role in eliminating communication gaps between CETA and Education. The LEA reports that its interaction with the Harrisonburg ROC is primarily informal and unstructured although some aspects (i.e., bidding and contractual matters) are characterized by their formality. The most contributing factor, according to the LEA, to a successful working linkage is an informal working relationship with employment and training personnel. The LEA also feels that a balanced need on both sides for each other's services, facilities, and resources is another significant factor contributing to a successful working linkage.

The LEA reports that it works with a number of community-based organizations when planning or carrying out CETA activities. These include the Historical Society, the Welfare Department, hospitals, the Rotary Club, and the Department of Education. The LEA also works with state level educational agencies which provide technical assistance. These include primarily the trade and industry section of the Department of Education.

The LEA does not feel that it would benefit from any communication workshops addressing appropriate channels, methods, and means of dealing with employment and training offices. It feels that it already knows much of this information. The LEA also feels that there is not a need for a unit at the state level whose duties include information sharing, technical assistance, and institutional brokering between CETA and Education. The LEA feels that the VEC already provides the services, but the problem for it is that it does not have a local VEC office. It feels it desperately needs a local office.

Information Exchange

There are essentially three types of information the LEA supplies the Harrisonburg ROC: 1) it supplies information concerning the data and students graduating with vocational skills; 2) it supplies information concerning the facilities available at the Bath County Public School System; and 3) it supplies them information concerning potential projects it may be contemplating. The only problem the LEA has in supplying information to the Harrisonburg ROC is that the paperwork is much too cumbersome. In the past, CETA definitions were a problem, but this has lessened in intensity as the LEA has become more knowledgeable.

The information supplied to the LEA from the Harrisonburg ROC is primarily fiscal information and information concerning the intake and and outtake of jobs. Information regarding goals and objectives and rules and regulations are, generally, available from the AMPC. The LEA feels that he needs more information regarding rules and regulations and funding possibilities. This information would be useful in setting up program plans. The LEA also feels that if RFP's were used that they would generate more competition. The LEA feels that the cost for labor/skill demand data would be greater than the benefit derived.

Planning

The LEA reports that it carries on various planning activities with CETA. This planning is conducted under the confines of the AMPC meetings or the CETA-Youth Council meetings. The LEA reports that there are essentially three major obstacles encountered in setting up agreements with the Harrisonburg ROC: time restraints, turf problems in that there is a conflict with the VEC, and cumbersome paperwork. The difference in planning cycles also tends to create a barrier to coordination. The LEA has to speculate about budget requirements with this situation. As a solution, the LEA would like to see the possibility of carry-over funds to the next yearly budget.

Programming

The LEA reports virtually no internal, institutional restraints that make it difficult to increase planning activities.

Linkage Activities

The LEA feels that two activities are essential in establishing a successful working linkage: contacts and relationships between the LEA and the Harrisonburg ROC, and joint program planning. There are four additional factors that the LEA feels also contribute to a successful working linkage: 1) relationship between school officials and the Harrisonburg ROC; 2) informal communication methods; 3) joint usage of CETA and Education funds for program activities; and 4) joint program evaluation. The LEA feels that information exchange meetings are not important and CETA Advisory Council membership has no affect. The LEA feels that CETA-Youth Council membership is fairly insignificant, but has more significance than AMPC membership. The LEA reports that ongoing program planning meetings are done in planning subcommittees of the AMPC and effectively leaves the LEA uninvolved. According to the LEA, there are five major disincentives for dealing with CETA funding; 1) local opinion of CETA which generates from bad publicity received by CETA; 2) having to pick up funding locally should CETA choose not to fund successful programs consecutively; 3) lack of understanding among LEA's as to the purpose of CETA funds; 4) cumbersome paperwork; and 5) uncertainty in that CETA is here today but may be gone tomorrow. The LEA feels that there are six factors which tend to create barriers to coordination between the LEA and the Harrisonburg ROC: 1) for either party there is not enough time or manpowr to coordinate effectively; 2) there is a general resistance to change from school officials; 3) the difference in planning cycles; 4) confusing or conflicting rules and regulations; 5) inadequate technical assistance from the ROC but not as far as effort is concerned; and 6) turf vested interests, although the LEA claims this does not occur in Bath County but does occur elsewhere. The LEA had only one recommendation to extend for eliminating future coordination problems. Instead of using the AMPC, use individual contractors and the ROC office to make evaluations and recommendations.

ADULT EDUCATION PROGRAM WITHIN CHARLOTTESVILLE'S PUBLIC SCHOOL SYSTEM

STATISTICAL/DEMOGRAPHIC DATA

The subject of this interview is the supervisor of the Adult Education Center for the Charlottesville Public School System. CETA funds the Adult Education Program, and the funds are allocated for staff salaries only. Approximately 800-1000 individuals per year are trained under this program. Approximately fifty percent are white, fifty percent black, fifty percent are male, and fifty percent female.

Prior to its dealing with the Harrisonburg ROC, this supervisor dealt with CETA-Richmond procuring funding under Title V and providing classroom training. The services counseling, placement, vocational education training, and special programs were all provided at that time.

Precontract/Agreement Activities

The supervisor describes the major steps in applying for CETA funds as follows: (1) the supervisor learns about funding possibilities from the local area Manpower Planning Council (AMPC); (2) the supervisor writes a proposal delineating goals and objectives, etc.; (3) the proposal is submitted to the AMPC for recommendations; (4) the proposal is then submitted to the Harrisonburg ROC for evaluation; and (5) the Harrisonburg ROC makes a decision whether to fund the proposal or not. The supervisor indicated that he did not perceive any problems with the steps taken in applying for CETA funds.

EDUCATION INTERVIEW

Communication

The supervisor's primarily used communication strategy is communication initiated by himself to the Harrisonburg ROC as to the availability of training resources and facilities available from the Charlottesville Public School System. As indicated previously, though, the Harrisonburg ROC notifies the local AMPC of any funding possibilities and this information is, in turn, received by the supervisor. The supervisor is not overwhelmingly supportive of the local manpower advisory council as a vehicle for CETA-Education coordination though he does think that it is a good source of information. He does not feel that its recommendations are any more influential going through council channels than if made otherwise. The supervisor does feel, generally, that boundary spanners play a significant role in eliminating communication gaps between CETA and Education. The supervisor reports that its interaction with the prime sponsor is primarily very informal in nature. He reports that this is his lifestyle in that he is primarily a teacher rather than an administrator. The supervisor thinks that both a positive working relationship with employment and training personnel and a balanced need on both sides for each other's services, facilities and resources are equally very important in contributing to a successful working linkage. The supervisor needs CETA to the extent that he must be guided with information. The supervisor reports that he does not interact with any community based organizations or state level conduct with education agencies when it designs and implements its CETA-funded programs. The supervisor thinks that the needs of the area are very well known to him. The supervisor does not feel, in general, that he would benefit from a type of communication workshop addressing appropriate channels, methods, and means of dealing with employment and training offices. He reports that this information is available from the AMPC. He does think that this type of communication workshop may be justified in specialty areas. Also, he does not perceive a necessity for a unit at the state level whose duties include information sharing, technical assistance, and institutional brokering between CETA and education.

Information Exchange

The supervisor reports that he supplies the Harrisonburg ROC with a variety of information. Among these are the students graduating with their vocational skills and the dates of their graduation; information regarding the facilities at the Charlottesville Public Schools; and information regarding the funding resources at the supervisor's institution. The supervisor indicates that he is required to submit bi-monthly and quarterly reports to the Department of Education as well as CETA. The supervisor also reports that he is visited once a month by CETA personnel. The supervisor reports that he does not perceive any problems in supplying information to the Harrisonburg ROC. If he has any doubts he simply telephones the ROC.

The only relevant information the Harrisonburg ROC supplies the supervisor according to this supervisor is information concerning rules and regulations. Labor market information is supplied by the local V.E.C. Most other relevant information, e.g., resources, goals and objectives, etc., is available through the AMPC. The supervisor indicates that there is not any additional information he desires to receive that is not now accessible.

Planning

The supervisor is currently involved in conjunction with CETA personnel in planning a Work Release Program (classroom training) for the local jail. Again, the supervisor does not perceive any major obstacles encountered in setting up agreements with the Harrisonburg ROC. The supervisor also indicates that the difference in planning cycles does not create a barrier to coordination in his operation. He reports he is able to carry out his planning without funding assurances. Although, he admits that a two-year funding cycle would be helpful in eliminating uncertainty. Presently, if funding does not materialize as planned, he must come up with the funds locally or eliminate the program. The supervisor indicates that he has absolutely no internal or institutional restraints that make it difficult for him to increase his planning activities with the Harrisonburg ROC.

Linkage Activities

The supervisor reports that there were eight factors that he considers very important to effecting a successful working linkage and these are as follows: (1) contacts and relationships between the supervisor and the

Harrisonburg ROC; (2) relationship between school officials and the Harrisonburg ROC; (3) informal communication methods; (4) information exchange meetings; (5) joint program planning; (6) CETA Advisory Council membership held by the supervisor; (7) joint usage of CETA and education funds for program activities; and (8) ongoing program planning meetings. The supervisor is presently a member of the CETA-Youth Council, but he is not sure of its value. Also, the supervisor indicated that program evaluation is not done jointly, but rather separately. The supervisor indicated that there are no major disincentives for dealing with CETA funding. He does criticize CETA funding in the respect that it is on a yearly basis. In other words, special projects are funded for one year only. Ninety percent of the time if CETA funding is not continued, the program will be eliminated because local funding will not be sufficient to incorporate the program. The supervisor thinks that there are literally no factors that create barriers to his coordination of planning and programming activities with CETA. The supervisor recommends that CETA should evaluate funded programs more closely and eliminate those that are inefficient. The supervisor also recommends that CETA personnel should be paid more. He thinks that the average salary for an individual employed with CETA is less than $15,000.00 annually. He feels that greater pay would attract more competent, better motivated individuals.

THE PAGE COUNTY JOB PLACEMENT OFFICE

STATISTICAL/DEMOGRAPHIC DATA

Description

The activities of the Job Placement Office (JPO) are delineated into the following ten categories: (1) employment counseling to all students of the Page County School System; (2) maintenance of career resource centers located in each high school in the county; (3) job placement assistance; (4) acting as a liaison between the school system and area businessmen; (5) providing employment skills to all students of Page County; (6) following up on students after graduation; (7) maintenance of a "Guidance Information System"--an on-line computer facility containing a local employment data bank; (8) the issuance of employment certificates to all those employed individuals under 18 years of age; (9) evaluation and consultation services; and (10) coordinating CETA projects for economically disadvantaged youths. It is quite apparent from this description of activities that procuring and managing CETA funding is but one aspect of the multifaceted operation. The job placement counselor (JPC) supervises this office. His main activity is project supervision. This JPC also sits on the advisory board of the Area Manpower Planning Council (AMPC) for District VII. The JPC also holds a seat on the Industrial Board for the town of Luray, Virginia.

School District Information

Page County is located in the upper portion of the Shenandoah Valley. It is bordered on the east by the Blue Ridge Mountain range and on the west by the Allegheny Mountain range. The area is predominantly rural and could be described as mountainous. The total population for Page County is 19,900. A total of 4,040 individuals in Page County are below the poverty level. Some 3,077 individuals meet the criteria for CETA eligibility. The average unemployment rate for the AMPC District VII where Page County is located is 4.9% to 5%.

The Page County Public School System has a total in-school youth population of 4,200 in grades kindergarten through high school and 1,600 in grades eight through high school. Of this population, approximately 33% are considered economically disadvantaged. The total enrollment now participating in CETA funded programs in Page County numbers 60.

The JPO has, currently, two CETA-funded projects in process: (1) the "In-School Work Experience Project" which drew to a close at the end of the academic year 1979; and (2) the "Summer Youth Employment Project (S.Y.E.P.)" which is currently in progress. The composition of the individuals involved are as follows: 25% are minority (black); 7% are physically or mentally handicapped; 20% are foster children; and 48% are economically deprived. Also: 25% are between the ages of 14-15; 50% are between the ages 16-18; and 25% are between the ages 19-21. Eighty percent of the participants are attending school, while 20% are unattached.

Pre-Contract Agreement Activities

The steps involved in applying for CETA funding from the BOS Regional Office (ROC) are as follows: (1) the ROC advertises for bids for projects; (2) the ROC contacts the JPO formally by letter and informally by telephone; (3) the ROC holds a "bidder's conference"; (4) the JPO attends the conference; (5) the JPO is given guidelines for the project and has an opportunity to clear up any difficulties; (6) the ROC sends out "requests-for-proposals (RFP's); (7) the HPO responds to the RFP's with a narrative and a budgetary section; and (8) if awarded the contract, the JPO attends a post-award conference to clear up any remaining difficulties impeding implementation of the project. Concerning problems with this application process, in the past the JPO had inadequate experience with CETA procedures which led to some difficulties. Also, the current RFP is very detailed and specific which eliminates most ambiguities.

Description of CETA/LEA Agreement

At the time of the site visit, the In-School Work Experience Program funded under Title IIB was drawing to a close. The program was an extension of S.P.E.D.Y. (Summer Program for Economically Disadvantaged Youth). Participants were between the ages 14-21. The contract was signed on 10/17/78 but the implementation date was 10/1/78. The program made provisions for 60 participants. The project involved placing community youth in work sites of public, non-profit and private agencies. Participants gained more than just part-time work experience. They also learned job skills, solved monetary management problems, and participated in other educational units related to working situations. Transitional services included: (1) obtaining part-time work experience for economically disadvantaged youths; (2) the participants receive vocational counseling and occupational information; (3) the participants are provided the possibility of securing full-time employment after the school year or participation in another S.P.E.D.Y. program; (4) the participants are extended the use of existing guidance materials including computer access for career development activities; (5) the participants are provided remedial education through individualized counseling and use of existing school materials; and (6) the participants are extended the use of the career resource centers at Luray High School and Page County High School.

Another CETA/LEA program, the Summer Youth Employment Program was just getting off the ground at the time of my visit. The S.Y.E.P. was funded under Title IV. The program was designed to commence June 11, 1978 and continue through September 7, 1978. The program was designed to accommodate 60 participants of which 80% are attending school, while 20% are unattached. Participants work full-time in public, non-profit, or private agencies in Page County. Transitional services are similar to those provided for the In-School Work Experience Program. The amount of funding for the Summer Youth Experience Program was $73,469.77, and for the In-School Work Experience Program $31,626.54.

EDUCATION INTERVIEW FORMAT

Communication

The most important communication strategy is informal communication initiated by the Harrisonburg ROC as to the availability of funding resources and program and training needs (e.g., a telephone call from the ROC). Also, communication via a seat on the AMPC is significant, but not as significant as the informal mode. There is virtually no communication from the JPO as to the availability of training resources and facilities.

Concerning the role of the AMPC in a CETA/LEA linkage, it is strictly an advisory one. It does, though, generally improve coordination in that it allows CETA and the LEA representatives to personally interact, which strengthens an open working relationship. Boundary spanning also plays a significant role in eliminating communication gaps by a more detailed and efficient dissemination of information. Interactions with the ROC in Harrisonburg is a combination of formal structured communication and informal unstructured communication. The initial procedure which includes dissemination of RFP's and evaluation of the responding narratives by the ROC is characterized by a formal structured interaction, although, any ambiguities in this process are handled in an informal manner, i.e., typically, the LEA contacts the ROC by telephone. After the awarding of the contract the communication process becomes much more informal and unstructured.

The most paramount factor necessary for a successful linkage is a good working relationship between CETA and the LEA. The job placement counselor thinks his relationship with the Harrisonburg ROC is excellent. Much of this positive feeling is due to the current ROC director. The positive working relationship extends to CETA Division of the VEC (Virginia Employment Commission) only. The most significant aspect of this relationship is the open lines of communication. The JPC also feels that a mutual dependence between CETA and LEA's is another important contributing factor to successful linkages. Although, the enthusiasm for this factor was not nearly as great as it was for a positive working relationship. The only other factor mentioned that leads to a successful linkage was the role specific individuals played. In other words, if the individuals in the interaction paradigm are motivated to coordinate their activities then there will be more coordination and a successful linkage.

The only significant extra-organizational contract the JPC has is in the AMPC in which he is an active member. There is virtually no activity on the state level. The JPC thinks that a communication workshop conducted by CETA would be very facilitative indeed. There is presently nothing that meets this need. The JPC believes that a unit at the state level would be especially facilitative. He would especially like to know what other LEA's are doing to meet their needs in conjunction with CETA. He would especially like to know what the VEC is doing. That is, are they doing the same thing he is doing? Duplication of efforts?

Information Exchange

The JPO supplies the following information to CETA: (1) invoice, filed in the Richmond VEC office; (2) Request for Advance, filed in the Richmond VEC office; (3) Monthly Status Report, filed in the ROC office; (4) Monthly Accrued Report, filed in the Richmond VEC office; (5) MIS Participant List, one copy filed in the Richmond VEC office and one copy in the ROC office; (6) Weekly Participant Status Report, filed in the ROC office; and (7) Quarterly Program Operator Report, filed in the ROC. Also, fiscal and budgetary information is supplied to the ROC. The only problem with supplying information to the ROC reported by the JPC is the duplication in paperwork required by the CETA office. It was also indicated that this paperwork did not take an inordinate amount of time to complete. The JPC also indicated that efficient office management was the key to handling paperwork. In other words, CETA required paperwork is not volumous in itself but when combined with poor office management it makes for excessive paperwork.

The most important information supplied to the JPO from the ROC is the program RFP. This document essentially details program plans and objectives. Labor market information, as well as other information, is supplied via a seat on the AMPC. Rules and regulations are contained in the Federal Register and various policy manuals. The JPC indicates that additional labor/skill demand data would be facilitative; that is, the AMPC's data is currently not sufficient. Also, he is not aware whether this information even exists. The JPC would like to see a systematic program sharing. A program of information exchange for all CETA-funded programs in the state of Virginia. This would remove the necessity for reinventing the wheel every time a CETA requirement is recognized.

Planning

The ROC has a planner for each district. The district planner writes an annual plan for the local AMPC. The RFP produced by the Harrisonburg ROC, according to the JPC, is very detailed and specific and literally removes any major obstacles to setting up agrements with the ROC. Any remaining problems are merely a telephone call away from clarification.

From the JPC's perspective, the differences in planning cycles does not create an unsurmountable obstacle. He runs essentially a small operation and CETA-funded programs are but one component of his operation. Thus, the differences in planning cycles are coped with by the JPO. Although the JPC did indicate that a 2-3 year planning cycle would solve the associated problems, but CETA legislation would be a barrier.

Programming

Concerning internal institutional restraints, the JPC reports that he has virtually none. He feels his facilities and faculty and staff are sufficient. He has a good relationship with the school board who are, generally, receptive to his CETA-funded programs. The inability to offer open-entry open-exit programs was not listed as a constraint.

Linkage Activities

Contacts and the relationship between the JPC and the Harrisonburg ROC was described as very important in establishing a successful linkage. As previously indicated, prior to the award communication is more formal and structured, while after the award communication is more informal and unstructured. A relationship between school officials and the CETA agency was not a significant attribute leading to a successful linkage. In fact, the JPC indicates, that the school board officials do not get involved with CETA at all. Informal and open communication methods were listed as very facilitative of a successful linkage. Information exchange meetings were listed as very important by the JPC. Regarding joint program evaluation prior to contract approval, the JPC states that there is no assistance from the ROC until after the awarding of the contract. Membership in the AMPC District VII is facilitative of a successful linkage in that it provides information that would not be available otherwise. Membership in the CETA-Youth Council is considered important in that it establishes guidelines for the JPC. The joint usage of CETA and education funds for program activities is considered very important in establishing a successful linkage. The Board of Education provides primarily the facilities used by CETA-funded programs. Ongoing program planning meetings do not facilitate successful linkages because most of the planning is done "up front." That is, planning is completed prior to the implementation of a program. Also, there is no joint program evaluation conducted. CETA evaluates the programs and the JPC is very desirous of obtaining input into the quality of programs.

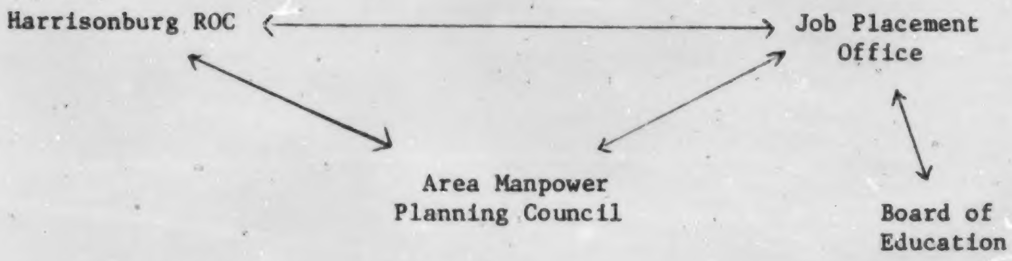
The major disincentive of CETA funding is the lack of flexibility of funding. Actually it is the stigma of past behavior that is the disincentive. Previously it was difficult to get CETA funding for a program, and the myriad of paperwork required was also discouraging. Also, school officials are very sensitive to community pressures and opinion. The more negative publicity CETA receives the more pressure exerted by the school board to vaoid CETA funding.

Several items were indicated by the JPC that tended to create barriers. For instance, both CETA and the JPO tended to suffer from a lackof time or manpower to coordinate their activities. The JPO lacks the necessary manpower to write proposals, etc. CETA lacks the manpower to properly evaluate, plan, and assist the various LEA's who contract with them, according to the JPC. The lack of information exchange is also a barrier to coordination of planning and programming activities. The JPC would like to see a clearinghouse of information regarding the programs implemented throughout Virginia. This would negate the need to reinvent the wheel each time a program is developed. Although the JPC does think that the lack of information exchange is improving, planning cycle problems also create a barrier to coordination of programming and planning activities.

SUBJECTIVE ASSESSMENT/CONCLUSION

The JPC can be characterized as having a certain enthusiasm for performing the activities required of his position. He seemed very knowledgeable about CETA and the resources that can be obtained from the agency. He was not at all intimidated nor defensive in talking about his relationship with Harrisonburg ROC. He viewed CETA-funding as a highly valued and worthwhile pursuit. Also, his cooperation was unparalleled.

Several factors surfaced throughout the duration of the interview that were essential to the establishment of a successful linkage. As in past interviews successful linkages were multifaceted in scope. There was a successful linkage between the Job Placement Office and the Area Manpower Planning Council. There is a successful linkage between the Harrisonburg ROC and the Area Manpower Planning Council. There was a successful linkage between the Job Placement Office and the Page County Board of Education. There is no linkage between the Harrisonburg ROC and the Board of Education.



Also, individuals on both sides of the linkage are motivated to coordinate their activities and succeed in their efforts. A seat on the AMPC advisory council is essential in effecting coordination between CETA and the JPO. There was a perception of a balanced need on both sides for each other's services.

There were also several factors evident that were disruptive of a successful linkage. For instance, there was a definite need identified for additional information exchange in the form of communication workshops. Also, there was a duplication of paperwork required by CETA that would have been more extensive to the JPO had their CETA operation been more extensive. The bad publicity CETA has experience in the past tended to make school officials wary of dealing with CETA. Finally, there was the perception of a lack of adequate manpower in the CETA office to effectively evaluate the programs under their auspices.

Community Colleges

"CETA Goes To College"

at

THOMAS NELSON COMMUNITY COLLEGE

STATITISTICAL/DEMOGRAPHIC DATA

PRE-YEDPA CETA CONTRACTING

The "CETA Goes to College" program was initially funded in 1975. At that time, the prime sponsor was the same except that it went by the name of Cooperative Area Manpower Planning System (CAMPS). The individual most often contacted was Mr. Mel Goers who has since retired. At that time, funding came from the four percent of the Governor's discretionary funds of the Governor's Manpower Service Commission. The program was then as it is now an individual referral program. The program specifically provided the service of vocational education training. Counseling and placement were also provided through the college or the college and the V.E.C.

PRECONTRACT/AGREEMENT ACTIVITIES

There are several steps involved in applying for CETA funds from POMP. The initial step is that TNCC becomes aware of funding possibilities from a seat on the Manpower Planning Council. The LEA is then sent an RFP from the prime sponsor. The LEA generates a proposal and submits it to POMP. The proposal initially goes to the Project Review Committee for evluation and recommendations. It is then sent to the Employment and Training Committee of POMP for evaluation and recommendations. Finally, it is sent to the Executive Committee of POMP for a decision regarding funding. There are, essentially, three problems with the steps involved in applying for CETA funds from a prime sponsor. The first problem concerns timing. Programs are due to commence on October 1 of each year, while hard data does not become available to prime sponsors until July in many cases. This leaves an inadequate amount of time to disseminate information, write proposals, and have them approved. The second problem involves interpretation. It is difficult to write proposals in CETA format, that is, in congruence with Federal rules and regulations which are often found to be conflicting and confusing according to the prime sponsor. The third problem concerns local provincialism or the interaction of multiple jurisdictions. With this situation, turf problems often arise.

CETA/LEA AGREEMENT

The "CETA Goes To College" program is an individual referral program funded under CETA Title IIB. It provides full tuition, books and a stipend for economically disadvantaged clients. The program mainstreams clients into the community college through occupational and technical programs. These programs are either one or two year programs. Currently, sixty clients are being served. Eighty percent of these clients are minority with a great majority of these being black, female, and/or head of households. Funding is in the amount of $85,000.00. This program is due to be expanded in the near future.

EDUCATION INTERVIEW

COMMUNICATION

The most important communication strategy used by the LEA is communication through a seat on the manpower advisory council. According to the LEA, linkage occurs at the MPC. The LEA is currently the chairperson of the Evluation Committee and Vice-Chairperson of the Employment and Training Committee of the MPC. Virtually all LEA's in the area have a seat on the MPC. Personal relationships are paramount to the MPC. The MPC gets to know the facilities of the LEA's and the LEA's get to know the individuals involved with CETA. The LEA feels that the MPC is essential as a vehicle for CETA-Education coordination. The LEA also believes its recommendations as an educational representative is more influencial if made through MPC channels. The LEA believes that its reputation and assets are known and better advertised through the MPC. It believes that there is actually no real advantage, but that it is easier to coordinate its activities with CETA. The LEA believes that boundary spanners play a vital role in eliminating communication gaps between CETA and Education. It believes that boundary spanning broadens one's perspectives. The LEA reports that it deals with the prime sponsor in both a formal and informal manner. Interaction is formal in most procedural matters and informal in matters dealing with information dissemination.

The LEA reports that several factors are necessary in effecting a successful linkage between themselves and the prime sponsor. Especially important is a positive working relationship with the prime sponsor. Also, of equal importance, is a balanced needs on both sides of each other's services, facilities, and resources. A final contributing factor is membership and participation in the MPC and related committees. The only extraorganizational contact the LEA uses in planning and implementing CETA activities is the Governor's Employment Training council (GETC). The LEA also works with other CETA subcontractors in providing educational services for clients. The LEA does not have any state level contact with educational agencies providing technical assistance. The LEA does believe there is a need for communication workshops addressing appropriate channels, methods, and means of dealing with employment and training offices. But, the LEA believes that the workshops must deal with specific matters, and include the appropriate personnel. The LEA also believes there is a need for a unit at the state level whose duties specifically include information sharing, technical assistance and institutional borkering between CETA and Education. The LEA believes this unit would be necessary for every community college in its consortium area.

INFORMATION EXCHANGE

There are several types of information the LEA provides the prime sponsor. These include the normal required reports which delineate the number of participants served, the skills graduated with, the number of positive terminations, etc. Other information provided concerns new curriculas offered and evluation reports. There are several problems in supplying this information according to the LEA. First, the marginal cost is too great. This concerns the time and resources necessary to supply this information. It is anticipated that the "CETA Goes To College" program is to be expanded and this will put an additional burden on the LEA. Also, the amount of paperwork is too burdensome, especially if the program grows as anticipated. As mentioned previously, another problem concerns interpretation. Information required by CETA is not definitionally similar to the LEA. What may be needed is an individual dedicated to CETA programs according to the LEA. A final problematic area concerns the prime sponsor requirements for unanticipated one-time only information. This requirement often comes at a time when the LEA is overburdened with other duties.

There are also several types of information that are supplied to the LEA by the prime sponsor. Concerning operating reports, the prime sponsor typically provides preparation forms, audit guides, etc. Some labor market information is provided by the MPC, but it is extremely scant. There has never been a comprehensive labor analysis done for the area according to the LEA. This is a striking inadequacy according to the LEA. Information concerning additional resources is usually provided at the close-out of a program by the prime sponsor. Information concerning goals and objectives is provided in the contract narrative. Information concerning rules and regulations is provided only on an informal basis. This is also a striking inadequacy according to the LEA. The information is provided concerning area/community skill needs. The LEA indicates that several types of specific information would be helpful in setting up program plans that is not now accessible. These include, essentially, labor/skill demand data, rules and regulations, and information concerning funding possibilities.

PLANNING

Currently, the LEA conducts planning meetings with CETA personnel in the form of periodic luncheons in which a lot of informal discussion takes place. The LEA indicates that there are, essentially, four major obstacles encountered in setting up agreements with prime sponsors: (1) time restriants, especially in proposal writing; (2) turf problems encountered, typically, with multiple political jurisdictions; (3) excessive paperwork; and (4) bureaucracy in the State Personnel Office which concerns having administrators, counselors, and clerks approved by the State to work as TNCC staff on a CETA funded program. This final obstacle is particularly disturbing to the LEA. It may take several months to have the subject slots approved. The LEA also indicates that the difference in planning cycles creates a major barrier to coordination. The LEA believes that a solution to this problem is not an increased planning cycle but rather to rearrange the planning cycle so that it coincides with the academic year.

PROGRAMMING

The LEA indicates that there are several internal, institutional restraints that impede coordination with CETA. The most paramount of these problems is a lack of direction from higher school officials as to policy with regards to CETA. The LEA needs a future orientation. Other restraints include a lack of facilities, a lack of faculty and staff, and delay in getting positions approved by the State.

LINKAGE ACTIVITIES

The following activities and relationships have been delineated by the LEA as being essential in effecting a successful linkage with the prime sponsor: (1) contacts and relationships between the LEA and the prime sponsor; (2) relationship between school officials and the prime sponsor; (3) communication methods; (4) information exchange meetings; (5) joint program planning; (6) CETA Advisory Council membership; (7) ongoing program planning meetings; (8) joint program evaluation; and (9) a positive attitude from POMP. CETA-Youth Council membership and joint usage of CETA and Education funds for program activities were also listed as important, but to a lesser extent. According to the LEA, there were four major disincentives in dealing with CETA funding: (1) the bureaucratic entanglements; (2) detailed and involved rules and regulations; (3) lack of appropriate lead time in generating proposals; and (4) uncertainty in continued funding. The following items were listed by the LEA as tending to create barriers to coordination efforts in planning and programming: (1) communication methods between the prime sponsor and other State agencies; (2) a lack of manpower to coordinate; (3) political relationships with different state agencies; (4) a general resistance to change on the part of the college; (5) planning cycle problems; (6) confusing/conflicting rules and regulations; (7) turf-vested interests; and (8) internal problems, especially an inadequate staff.

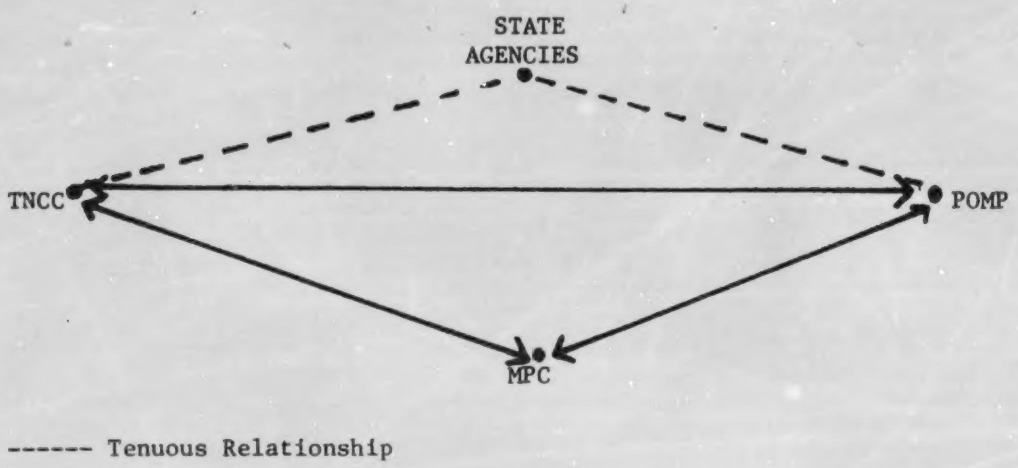
SUBJECTIVE ASSESSMENT/CONCLUSION

SUBJECTIVE ASSESSEMENT

The LEA administrator gave every indication of being an adept manager and educator. He was not defensive in our discussion of his relationship with CETA nor in his relationship with other state officials. Most of all he seemed very motivated to make sure his affairs were well coordinated with the CETA agency.

CONCLUSION

The following is a graphic representation of the TNCC-CETA linkage activity.



Throughout the interview there were several factors that were evident that contributed to a positive working relationship. These are as follows: (1) the MPC was where linkages occurred; (2) the LEA participated in boundary spanning; (3) there was a positive informal working relationship between the LEA and the CETA agency; (4) there was a perceived need on both sides for each other's facilities, services, and resources; and (5) there was a positive attitude from POMP. There were also many factors evident that were disruptive of a successful working relationship. These were as follows: (1) unrealistic time restraints; (2) confusing/conflicting rules and regulations; (3) turf problems, which caused consequent problems in dealing with multiple jurisdictions; (4) there is a perceived need for communication workshops and a unit at the state level providing technical assistance; (5) the LEA alcks time and manpower to supply the prime sponsor with required information; (6) paperwork is burdensome; (7) there is a definite shortage of labor market information; (8) state agency bureaucracy often inhibits program efforts; (9) the difference in planning cycles inhibits the LEA's operation; (10) there were several internal, institutional restraints; and (11) there was an uncertainty of continued funding.

TIDEWATER COMMUNITY COLLEGE

STATISTICAL/DEMOGRAPHIC DATA

A. Pre-YEDPA CETA Contracting

This is thr fourth year of operation for the South Side Neighborhood Training Program. When the program was initially funded, STAMA, (Southeastern Tidewater Area Manpower Authority), was the same prime sponsor. The individual most often contacted is also the same, that is, Ms. Merrile Sasser, the Portsmouth Manpower Coordinator. At that time, the program was funded under CETA Title I. This program was and remains classroom training. The program provides essentially vocational education training, but it also provides the services of counseling, behavior modification, and job development and placement.

B. Precontract/Agreement Activities

The LEA indicated that there are several steps involved in applying for CETA funds from a prime sponsor. The first step would be that the LEA would receive a letter from the prime sponsor notifying him of the funding possibility as well as application guidelines, goals and objectives, and a needs assessment. The next step, according to the LEA, is for him to make an appointment with the prime sponsor to discuss the funding possibility and receive any technical assistance needed. The third step for the LEA would be to write and submit to the prime sponsor a proposal for the designated program. The fourth step of the process would be for the proposal to be submitted to the Mayor's Manpower Authority for review and recommendation. The proposal is then submitted to the City of Portsmouth Manpower Council who decides unofficially whether to fund the proposal or not. The City of

Portsmouth Manpower Council recommendation then goes to STAMA for the official, although largely a "rubber stamp" approval. The LEA indicated that he did not perceive any problems with any of the steps used in applying for CETA funds. There were, essentially, three reasons for this lack of difficulty: (1) the LEA is a former employee of the City Planning Office which makes him aware of the structure of the city government as well as the operations of the bureaucracy; (2) the LEA has a close positive relationship with the prime sponsor; and (3) the LEA is a boundary spanner in that he is involved with many state agencies including the Department of Parks and Recreation, the City Economic Development Office, the City Planning Commission, the Human Resource Development Commission, and the United Way Allocation Panel. The LEA is currently not a member of the local Manpower Advisory Council.

C. Descripton of CETA/LEA Agreement

There are currently two CETA-funded programs under the auspices of the LEA. The first is entitled the Southside Neighborhood Training Project. It provides economically disadvantaged youth training in one of four areas: (1) electronics; (2) carpentry; (3) drywall and finishing; and (4) plumbing. There are two sessions per academic year with each lasting twenty weeks. Fifteen students are trained each session for an annual total of thirty. In addition to the vocational training, some remedial development training and on-the-job training is also provided. Funding for this program is approximately $65,000 annually.

The other CETA-funded program under the auspices of the LEA is an individual referral program funded under Title II. Clients are referred from the community college counseling office. Clients have been mainstreamed into the following training programs: (1) clerical training; (2) welding; (3) air conditioning and refrigeration; (4) automobile repair; (5) drafting; and (6) general merchandising. All participants receive academic credit for their participation in these programs.

EDUCATION INTERVIEW

The most important communication strategy utilized by the LEA is a combination of two techniques. The first technique is communication initiated by the LEA as to the availability of training resources from the prime sponsor. The second technique is direct communication initiated by the prime sponsor to the LEA as to the availability of funding resources and program and training needs. Thus, communication between the LEA and the prime sponsor is very much a back-and-forth process. The LEA does perceive the local manpower advisory council to be a vehicle for CETA-education coordination but not without some reservations. It seems that obstacles caused by bureaucratic and political forces impede the functioning of that organization. The LEA feels that boundary spanners play a vital role in eliminating communication gaps between CETA and education. Functions facilitated include information sharing, idea sharing, and coordination. Interaction with the prime sponsor is characterized by a combination of formality and informality according to the LEA. Much of the top end interaction is characterized by the formal structure. All other interaction is characterized by the informality. Overall, the LEA believes he has a very positive, informal working relationship with the prime sponsor. The LEA believes that both a positive working relationship with the prime sponsor and a perceived, balanced need on both sides for each other's services, facilities and resources are equally important in effecting a functional linkage. The LEA uses many community based organizational contacts in his planning and implementation of CETA activities. These contacts include the United Way, the Police Department, the Parks and Recreation Department, the Department of Social Services, and the Virginia Employment Commission. The LEA has no state level contact with educational agencies providing technical assistance. The LEA believes that his institution could benefit from a type of communication workshop addressing appropriate channels, methods, and means of dealing with employment and training offices. The LEA believes that it is essential that he be familiar with CETA in order to effect a functional linkage. The LEA also believes that a unit at the state level whose duties include information sharing, technical assistance and institutional brokering between CETA and education would be valuable. The LEA believes, further, that his operation would benefit from an individual whose full-time job is managing CETA programs. CETA is replete with changes and new thrusts.

A. Information Exchange

There are several types of information the LEA supplies the prime sponsor. The LEA supplies the prime sponsor all the normal reports which indicate client attendance, enrollment, progress, and placement. The LEA also supplies information, informally, concerning the facilities available at Tidewater Community College and funding resources.

The LEA indicates that there are no real problems associated with supplying information to the prime sponsor. The Tidewater Community College employs a business manager which completes much of the CETA paperwork. Also, the LEA administrator was formerly employed with the

Portsmouth City Planning Office. Thus, he is quite familiar with the city bureaucracy. The LEA is also supplied a multitude of information from the prime sponsor. This includes numerous reports, the overall city plan and needs assessment information. Other information supplied includes labor market information, information concerning resources and participants, and/community skill needs, goals and objectives, and rules and regulations. The LEA indicated that he can get any information he desires from his city structure linkage.

B. Planning

The LEA is currently planning two programs in conjunction with the prime sponsor. These are a Dental Aid Training Program and a Marine Technical Skill Program. There are essentially two major obstacles the LEA encounters in setting up agreements with prime sponsors. The first of these is a difference in goals and objectives. The community college has a different orientation, that is, an education orientation. CETA has an employment orientation. The other obstacle is time restraints. There are unrealistic deadlines for writing proposals imposed on the LEA. The LEA indicated that the difference in planning cycles does not create a barrier to coordination.

C. Programming

The LEA is aware of some internal, institutional restraints that impede his operation. The LEA believes that he suffers from a lack of facilities especially for new curricula such as the new Marine Technical Skill Program.

D. Linkage Activities

The LEA indicated that the following activities and relationships are important in effecting a successful, functional linkage: (1) contacts and relationships between the LEA and the CETA agency; (2) relationship between school officials and the CETA agency; (3) communication methods; (4) information exchange meetings; (5) joint program planning; (6) CETA Advisory Council membership; (7) CETA-Youth Council membership; (8) joint usage of CETA and education funds for program activities; and (9) ongoing program planning. The LEA indicated that joint program evaluation was not done but rather independent evaluations. The LEA also indicated that there are no major disincentives for dealing with CETA funding. Only three items were indicated by the LEA as possibly creating barriers to coordination of planning and programming activities with CETA: (1) a general resistance to change on the part of the school administration; (2) goal incongruence; and (3) internal problems.

PATRICK HENRY COMMUNITY COLLEGE

STATISTICAL/DEMOGRAPHIC DATA

The projected population figures presented are estimates made for 1980 based on 1970 U.S. Bureau of the Census population figures and reported in the local AMPC plans. The CETA programs at Patrick Henry Community College are designed to reach and upgrade the training and skills of the 1980 projected population of 12,800, who are defined to be economically disadvantaged. Of the total, approximately 4,500 are projected to be white males, 4,600 white females, 1,500 non-white males, and 1,600 non-white females.

The service area for the CETA programs operated from Patrick Henry Community College are Patrick County, Henry County, and the City of Martinsville, which are located in Southern Virginia. Martinsville, which has a large concentration of potential CETA applicants, has a non-white population of 20 percent and it has a projected decline of that percentage in the future. The CETA programs operated at the Patrick Henry Correctional Unit not only serve those inmates who reside there, but whose home may be anywhere in Virginia or in any other state. Inmates are not placed in correctional units because they may be a resident of that area, but for factors such as security requirements, availability of bed space, type of crime, etc.

Program Description

The CETA programs operated from Patrick Henry Community College are under the direction of the continuing education administrator. All the programs were conceived, designed, and implemented under his direction. Until recently, when a CETA coordinator was hired, no CETA funds were used to administer the project. Previously, this administrator saw CETA clients as clients the community college should be serving, therefore he administered these programs from his office without administrative cost to the CETA contracts. Today there are six programs which require a full-time co-ordinator, who is also responsible for counseling. In addition to the coordinator there are eight instructors and one full-time secretary. The total operation budget for 1978-1979 is $249,000. The six CETA programs are:

1) carpentry program for inmates at Patrick Henry Correctional Unit;
2) woodworking program for inmates at Patrick Henry Correctional Unit--made possible by the donation of woodworking machinery from local industries;
3) masonry program for the general public;
4) plumbing program for the general public;
5) industrial electronics for the general public; and
6) building cluster program for the general public, which includes masonry, plumbing, carpentry, and electronics.

All of the above programs are operated on a forty-hour week schedule with four full eight-hour days devoted to skill training and the other portion of the day devoted to elementary math and other classroom skills. The inmates' skill training time is reduced due to necessary daily procedures carried out to ensure total inmate participation.

In addition to the training of work and academic skills, work attitudes and behavior are stressed because they are perceived to be necessary to ensure employability. Although the CETA programs administered from Patrick Henry Community College are not required to place CETA graduates, they in fact do. The administrator does work with the local VEC, but primarily uses that office for labor market information and not for placement. Today, these

CETA programs have a history of positive placement and have a relatively easy time of helping the CETA participant secure employment. Some of the placement statistics the administrator presented are: approximately 80 percent of regular CETA participants were placed and approximately 94 percent of the CETA inmate participants were placed.

EDUCATION INTERVIEW

Communication

Communications patterns and networks are different depending on who is communicating to whom. First, there is the network between the state which is rather formal. In this channel, most information flows down from the state to the community college in the form of rules, regulations, and new procedures for filing reports. The upward flow of information is usually in the form of reports and proposals. This administrator and an administrator on the prime sponsor staff have an informal communication pattern whereby the Patrick Henry Community College CETA administrator feels free to telephone and elicit information.

The CETA programs at Patrick Henry Community College are formally administered through two different state agencies: The Department of Education and the Rehabilitative School Authority, for which funds are used for training the CETA inmate participants. On the whole, this administrator attempts to communicate formally and informally with these agencies as little as possible. He feels that he does not have the time. His communication pattern is essentially one of telling them what he is planning on doing. If this is not acceptable, he informs them that they should contact him. If he does not receive written communication to the contrary he assumes it meets with their approval.

The communication pattern at the local level is in direct contrast to the formality and infrequency of the state level. Here communication with the local AMPC is informal and nearly constant. This administrator has many personal friends on the AMPC and sees them regularly. This administrator also has a friendly, informal relationship with the captain of the Patrick Henry Correctional Unit. Because of the frequency and informality of the communication patterns problems can be identified quickly and solutions arrived at very early. There are formal communication patterns with both the local AMPS and the captain of the Patrick Henry Correctional Unit, but these are secondary in importance.

There are both formal and informal communication networks between the CETA program and the local industries. Future employment needs are sought by the CETA staff. The high placement rate of CETA graduates results from this good communication link.

Another good communications linkage exists between this administrator and a local judge, who refers juveniles to the CETA program training. This linkage exists because of a personal friendship between the two men, and the result of successfully helping many young offenders become employable through this informal referral system.

Information Exchange

At the state level information exchange is mainly the transference of rules, regulations, reports and audits. The main limitations are the volume of rules and regulations to be read, and the large number of reports required which consume staff time.

At the local level, information exchange is of the following types: labor market information, technical assistance, community needs assessment, intake, and referral information. There is always the need for a better quality of information. However, the Patrick Henry Community College is operating quite successfully--even though they could use better information.

Information about other funding possibilities is usually late, thus making it impossible to write some proposals.

Planning

The planning of the CETA programs occurs in a rather typical matter of identifying needs and designing a program to meet those needs. What is atypical about the program at PHCC is the way the local AMPC board functions. When the state announces the CETA funding allocation for the area and if it is below the amount requested all CETA proposed program coordinators get together to merge programs, thus eliminating duplication of services. This generally is done to ensure that the substance of all programs remain intact. In order to submit to the state a total budget that meets with the state's tentative funding allocation the program budgets are reworked. This administrator said this process is very amicable and most helpful. This process ensures that everyone gets funded and the distribution of funds occurs at the local level. In response to the problem of being notified of funding at the last minute, this process has been set up.

Programming

The constraints of any program are the lack of a dedicated staff, adequate facilities, and insufficient funding. This administrator feels he faces all of these constraints. He has put together a project staff that functions well together and can operate a quality program. At the time of this interview, three of the six programs were moving into a new facility--which is very spacious and permits all to be housed under one roof. The two programs located at the Correctional Unit are the ones that are limited by space availability. Apparently there is little that can be done about this. In order to expand these programs the situation requires new buildings for this prison. Given the overcrowding of these institutions, it seems unlikely that this will occur.

Linkage Activities

A key linkage may be attributed to the local support of this effort by PHCC. The AMPC provides an excellent support vehicle for this activity. Another key linkage could be a constant contact with the prime sponsor. This CETA program is a balance-of-state operation; therefore, contact with the prime sponsor is not as great as it could be, which could be attributed to the great distance between their operations and the prime sponsor. This CETA program invests time and energy into developing and keeping up to date contacts with local industries concerning labor market information and possible placements.

SUBJECTIVE ASSESSMENT/CONCLUSION

The CETA programs operated from Patrick Henry Community College appear to be successful primarily because of dedicated instructors, many of whom are ministers who see working with CETA as fulfilling God's mission.

My personal impression is that the new president of the community college does not like to be associated with CETA. He, therefore, appointed a full-time coordinator to replace the past administrator's involvement with the project. One might expect that in the near future that this program be administered from a new base.

The past administrator identified several problems he had in working with CETA. The major problem was the lack of clear directions and conflicting messages from the state. For example, he said, he is told to cease using a form and then later he would be asked why he had not filed it. This administrator said this is the most frustrating aspect of working with CETA.

This administrator thinks the prime sponsor's role is to serve the local CETA program and not the reverse. Because of the lack of direction, lack of assistance, and unnecessary paperwork created by the prime sponsor he feels the prime sponsor thinks local programs should operate just to serve them.

Although the paperwork is abundant, this administrator did not see it as a burden. In order to accomplish his goal of training the economically disadvantaged, he saw the paperwork as a necessary part of his job. He became aggravated with the paperwork when his efforts at completing it were: fruitless, because the form had become outdated; or the prime sponsor wanted something different, but had not communicated that.

A major constraint is the lack of information available from the state and the local VEC. This administrator essentially calculates his own labor market information. Information about potential jobs in other parts of the state would be very helpful in completing his goals. This administrator said that the VEC deserved the "Golden Fleece Award."

Another problem identified is that CETA funds cannot be used to purchase training equipment. Consequently, the program must rely on machinery donated by local industries. This is a major constraint and limits the number of participants that can be trained at any given time period.

COORDINATOR OF GRANT DEVELOPMENT

NORTHERN VIRGINIA COMMUNITY COLLEGE

STATISTICAL/DEMOGRAPHIC DATA

Description

The subject of this interview is the coordinator of Grant Development for the Northern Virginia Community College. In reality, the coordinator acts as a liaison between the prime sponsors, with which he deals, and the College. The Northern Virginia Community College (NVCC) serves the Northern Virginia area which includes the cities of Alexandria, Fairfax, Falls Church, Manassas, Manassas Park, and the counties of Arlington, Fairfax, Loudoun, and Prince William. The population as of the 1970 census was 921,237 and the 1977 provisional estimate places this number at 1,033,800. The unemployment rate in this area is 4.0% compared to 5.6% for the State of Virginia. NVCC serves this area with five campuses: (1) the Alexandria Campus in Alexandria; (2) the Annandale Campus in Annandale; (3) the Loudoun Campus in Loudoun County; (4) the Manassas Campus in Prince William County; and (5) the Woodbridge Campus in Prince William County. There are four prime sponsors with which this LEA interacts: (1) Arlington County under Title II individual referrals; (2) Alexandria City under Title II individual referrals; (3) the Northern Virginia Manpower Consortium (which includes Fairfax County, Loudoun County, Fairfax City, and the city of Falls Church) under Title II individual and class-size referrals and Title IV Public Service Employment; and (4) Prince William County Manpower Consortium under Title II individual and class-size referrals. The Northern Virginia Manpower Consortium and Prince William County Manpower Consortium are the two prime sponsors which have made the greatest use of the college's services in the past. There are two different types of training systems available for CETA clients at NVCC: individual referral, and structuring a class tailored especially for CETA clients. There are four essential problems with services provided by the college: (1) funding may not become available in time for participants to enroll for the start of the college's academic quarters; (2) there is a lack of training facilities, that is, training is not always available where participants live; (3) there is a lack of effective outreach and recruitment to identify potential eligible applicants; and (4) there is a lack of basic and remedial education, that is many economically disadvantaged applicants do not possess the academic background required to perform in the classroom at the post-secondary or community college level.

Precontract/Agreement Activities

The major steps in applying for CETA funds are described by the LEA as follows: (1) the LEA is sent an RFP from an interested prime sponsor; (2) the LEA responds to the RFP if the college can adequately supply the services needed; (3) the CETA staff reviews the proposal and makes recommendations to the Manpower Planning Council of that prime sponsor; (4) the Manpower Planning Council evaluates the proposal and recommendations and, in turn, makes its own recommendations to the prime sponsor. Problems encountered in applying for CETA funds are actually caused by having to deal with several different prime sponsors. Each prime sponsor, generally, has a different RFP format and level of difficulty. Also, the RFP may be written such that the IEA cannot respond, that is, the information required is too specific and/or unavailable. Different prime sponsors also have different internal mechanisms which they must abide by when contracting with LEA's.

EDUCATION INTERVIEW

Communication

The most important communication stragegy used by the college in interacting with the prime sponsors is via a seat on the Manpower Planning Council. The reason for the predominance of this strategy is that each prime sponsor has its own Manpower Planning Council. Also, each campus has personnel who interact with the prime sponsor in their area. Each campus thus communicates with the coordinator of grant development at the Annandale campus, who, in turn, supervises all CETA-funded programs for the entire college (that is, for all five campuses). This ensures that the Coordinator of Grant Development is informed of the activities of all the prime sponsors in the Northern Virginia area, as well as the CETA activities of all campuses of NVCC. It would be too time consuming for one individual to attend all meetings and keep abreast of all activities of each Manpower Planning Council. In addition to this strategy, communication with the prime sponsors is characterized by a back-and-forth interaction. In some instances the coordinator may initiate communication with a particular prime sponsor; in other cases the reverse occurs. The coordinator does perceive the various local Manpower Training Councils as an important vehicle in effecting CETA-Education coordination. Also, he feels that as a representative of education his recommendations are more influential if they are made through council channels, than if made otherwise. It also allows him to get an inside track on funding possibilities.

The coordinator did not find that boundary spanners, in general, played an especially vital role in eliminating communication gaps between CETA and

Education. The coordinator in this case is dealing with several advisory committees that interactively disseminate information. Overall interaction with the prime sponsor was characterized by a combination of formal, structured interaction and informal, unstructured interaction. Interaction prior to the awarding of a contract, e.g., submission of a proposal in response to a RFP, etc., was characterized by its formality. Interaction succeeding the awarding of a contract was characterized by its informality. In regard to factors that contributed to a functional linkage, two factors are predominant and inseparable. The first is a good working relationship with the prime sponsors. The second is a balanced need on both sides for each other's services, facilities, and resources. These two factors in combination contribute to a mutual cooperation between both parties. The coordinator did not use the aid of any other extra-organizational contacts, e.g., community based organizations, when planning or carrying out CETA activities. Nor did the coordinator use any state level conduct with educational agencies providing technical assistance. Concerning the value of or need for communication workshops, the coordinator reported that in his opinion they would not be beneficial. He stated: "if you have not made linkages by now--you will not catch up." Likewise, he felt no need for a unit at the state level whose duties included information sharing, technical assistance, and institutional brokering between CETA and Education.

Information Exchange

Concerning information required by the prime sponsor, the coordinator reports that they do not demand too much. Also, the coordinator states that NVCC would not accept the administrative burden for CETA. The coordinator provides only general information such as attendance records, etc. The prime sponsors are well aware of the facilities and resources available at NVCC, according to the coordinator. Thus, the coordinator perceives no difficulties in supplying information to the prime sponsor.

The prime sponsor supplies the coordinator with a very limited amount of information. The most common piece of information supplied is placement information. Area and community skill needs are supplied to the coordinator by the Department of Institutional Research at NVCC. This same information is supplied to the prime sponsor by the VEC. The coordinator is aware of CETA's goals and objectives from dealing with CETA. The prime sponsor supplies the coordinator with a minimal amount of information concening rules and regulations, according to the coordinator. The only information that would be facilitative that the coordinator is not now receiving is information concerning funding possibilities. Concerning any other information needed, the coordinator states that they would have worked it out by now.

Planning

The coordinator reports that presently he is not involved with any planning activities with the prime sponsors. The coordinator considers the lack of available clients for classroom referral as the only obstacle to setting up agreements with prime sponsors. The differences in planning cycles does not create a barrier for the coordinator. The coordinator provides training on a quarterly basis corresponding to an academic year. Planning according to this schedule does not conflict with CETA's fiscal year. Although not considered a barrier, the coordinator does indicate that an increased planning cycle for CETA would be more facilitative of greater communication. It would provide more stability and greater assurance of continued funding.

Programming

There are very few internal, institutional restraints affecting the coordinator. One problem mentioned was a lack of faculty and staff to provide the training that CETA clients need. The coordinator also indicated that there was a lack of support from higher education officials. This is the case because higher education officials literally do not get involved. NVCC pursues CETA funding on its own volition. The program operated under the auspices of NVCC are open-entry, open-exit, thus eliminating any problems in this area.

Linkage Activities

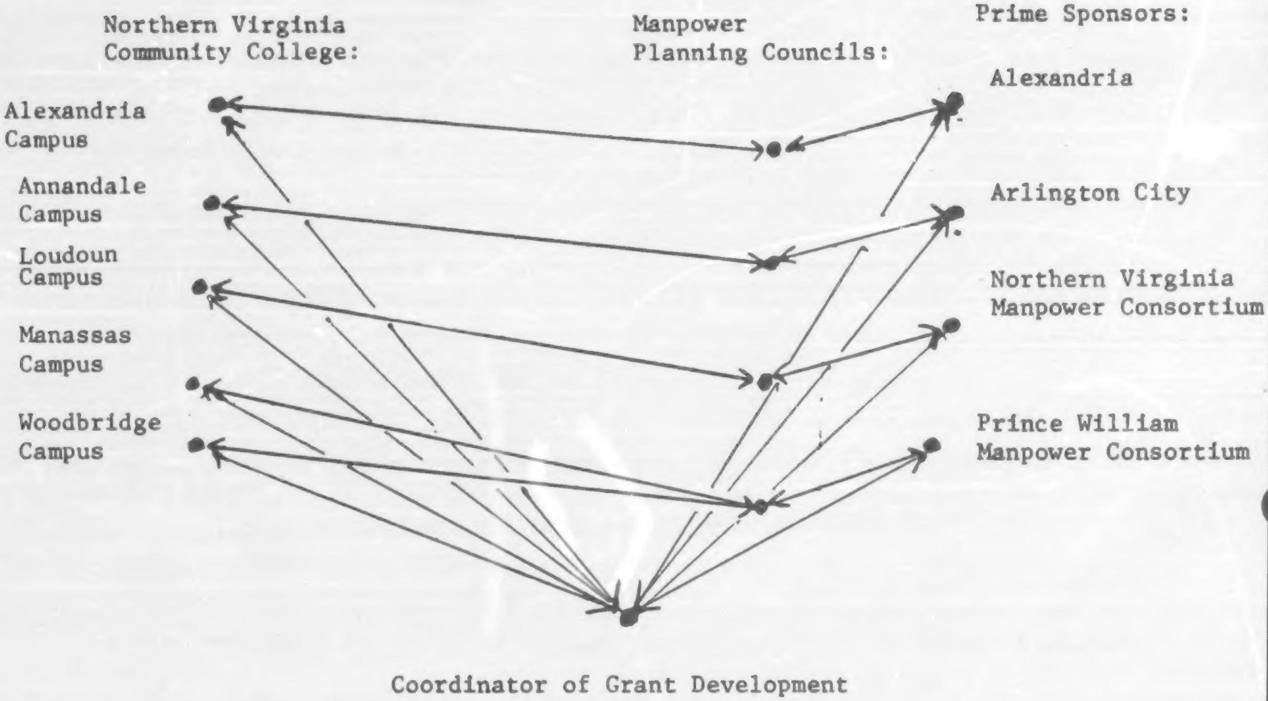
There were many factors reported by the coordinator that contributed to a successful linkage between themselves and a prime sponsor. The most significant factor was CETA advisory council membership. Other significant factors were: (1) contracts and relationships between the coordinator and a prime sponsor; (2) relationship between NVCC officials and a prime sponsor; (3) the communication methods used; (4) information exchange meetings; (5) joint program planning; (6) ongoing program planning meetings; and (7) joint program evaluation. CETA-Youth Council membership was another factor but it was considered less significant. Joint usage of CETA and education funds for program activities was an activity that did not occur at NVCC. The coordinator reported that there are no major disincentives for dealing with CETA funding. Any obstacles encountered can be negotiated and resolved. Regarding recommendations for eliminating future coordination problems, the coordinator reports that "communication" is the key. Once a relationship is established with a prime sponsor, it will continue to grow. What CETA needs is a better definition of what they want and what LEA's can do to effect this. This process is developing.

SUBJECTIVE ASSESSMENT/CONCLUSION

Subjective Assessment of the Coordinator

The coordinator gave every indication of being an extremely effective administrator. His knowledge of the subject matter was unparalleled. His aggressiveness was another factor that was very apparent during my interview. There was absolutely no defensiveness apparent when discussing his relationship with the prime sponsors. He exhibited a little amazement at participating in a research project conducted to discover successful linkage activity--an activity, he feels, is being implemented daily in his operation.

There were many factors evident during this interview that contributed to a successful linkage. For instance, there was a considerable amount of communication being conducted: (1) communication between the various campuses of NVCC and the prime sponsors in their area; (2) communication between the various campuses of NVCC and the Coordinator of Grant Development (responsible for coordinating all CETA activities); and (3) communication between the Coordinator of Grant Development and the four prime sponsors in the Northern Virginia area. Participation of each campus in the Manpower Planning Council associated with the prime sponsor in their area was vital to effecting coordination between CETA and NVCC. A great deal of the communication being conducted is informal and interactive. The coordinator was not constrained by CETA paperwork. The differences in planning cycles does not create a problem for NVCC. All the CETA programs offered by the college are open-entry and open-exit.


Northern Virginia
Community College:
Manpower
Planning Councils:
Prime Sponsors:
Alexandria
Campus
Annandale
Campus
Loudoun
Campus
Manassas
Campus
Woodbridge
Campus
Alexandria
Arlington City
Northern Virginia
Manpower Consortium
Prince William
Manpower Consortium
Coordinator of Grant Development

There were also factors evident that were disruptive to a successful linkage. For instance, there were four problems associated with programs offered by NVCC: (1) funding is not always available in time for participants to enroll by the start of the academic quarters; (2) there is a lack of training facilities, that is, training is not always available where participants live; (3) there is a lack of effective outreach and recruitment to identify potential eligible applicants; and (4) there is a lack of basic and remedial education in that many participants do not possess the academic background required to perform in a post-secondary or community college environment. Each prime sponsor with which NVCC deals has different internal mechanisms and a different RFP format. This is due to the fact that each prime sponsor is an independent entity. There is, generally, a lack of faculty and staff at NVCC to supply the type of training CETA clients need. This is combined with the lack of certainty of continued CETA funding.

SECRETARIAL SCIENCE PROGRAM

NORTHERN VIRGINIA COMMUNITY COLLEGE

STATISTICAL/DEMOGRAPHIC DATA

The subject of this interview is the program head of the secretarial sciences department at Northern Virginia Community College. She is the principal contact person for the prime sponsor. No school district statistical data or school district demographics were made available. Funding totaled $2825. quarterly for 300 class hours.

EDUCATION INTERVIEW

Communication

Most communication is initiated by the prime sponsors as to the availability of funding resources, program design, and training needs. Once the prime sponsor sends out this information, this program head submits a proposal for funding. Once the proposal has been accepted, someone from CETA comes to Northern Virginia Community College weekly to visit this program head. She stated that she has had no involvement with the local manpower advisory council. Dealings with the prime sponsor are initially (prior to proposal acceptance) on a formal basis, but once the program begins it is conducted in a rather unstructured informal manner.

This program head did feel that a working relationship with employment and training personnel did contribute to a successful working linkage with the prime sponsor. She has no other organizational contacts with community based organizations or state level contact with educational agencies when planning or carrying out CETA activities.

Information Exchange

The only specific type of report supplied to the prime sponsor, other than those required by CETA regulations, are reports that have information concerning the students enrolled. That is, a monthly report rating the client in terms of attendance, appearance, attitude, accomplishment of tasks, and dependability are filed with the prime sponsor.

The amount of paperwork involved in program reporting is the most difficult problem that this program encounters--i.e., voluminous reports. Information supplied by the prime sponsor includes funding availability and areas in which training is desired. There is no specific information, which is accessible, that would be helpful in setting up program plans.

Planning

Joint planning with the prime sponsor is conducted through proposal negotiations and periodic meetings. No major obstacles are encountered in setting up agreements with the prime sponsor. Differences in the planning cycles do not create any barriers to coordination.

Programming

The program head noted there were no institutional restraints that impede planning activities with the prime sponsor. That is, she does not have any lack of facilities, faculty, staff, or support of higher school officials. Although open-entry/open-exit programs are cumbersome they still are offered.

Linkage Activities

The activities that contribute to a successful linkage include:

(1) contacts and relationships between her and the prime sponsor;

(2) relationship between community college officials and the CETA agency;

(3) communication methods;

(4) information exchange meetings;

(5) joint program planning prior to contract approval;

(6) joint usage of CETA and education funds for program activities;

(7) ongoing program planning meetings during contracted activities; and

(8) joint program evaluation.

No barriers were noted by the program head as to NVCC's coordination of planning and programming activities with CETA.

SUBJECTIVE ASSESSMENT/CONCLUSION

This program at Northern Virginia Community College is extremely small. Approximately 60 people are enrolled in the program on a yearly basis. Since it is basically the same secretarial course offered each year there is little complexity involved in the operation. If unique or problem situations do occur, the program head stated she has no problem in discussing them with the CETA staff.

CETA clients are permitted to start any time, which sometimes creates registration problems. However, the ongoing nature of the secretarial program permits the program head flexibility in such matters. Basically, this is a small successful secretarial program. Since it is a continuing operation there is little deviation and few problems. Communication, coordination, linkage activities, etc., are adequate when given the simple nature of this program.

Skills Center

THE ARLINGTON COUNTY MANPOWER SKILLS CENTER

STATISTICAL/DEMOGRAPHIC DATA

Arlington County*

The 1970 census listed the population for Arlington County at 174,284. By fiscal year 1980 the county's population is expected to decline by 41,384 to 132,900. This reduction in population occurred entirely among the white population. The nonwhite population has increased slightly. Arlington County's unemployment rate was 2.3% of the labor force in 1970, and it is expected to increase to 4.5% by fiscal year 1980. The composition of the unemployment rate is as follows: (1) less than 3.5% of the 25-64 year olds were unemployed; (2) slightly less than 11.5% of the 16-19 year olds were unemployed; (3) the unemployment rate for nonwhite males was greater than 8%; (4) the unemployment rate for nonwhite females was greater than 7%; (5) the unemployment rate for white males was less than 4.5%; and (6) the unemployment rate for white females was less than 4%.

In 1980, it is projected that 4,572 Arlington County residents will meet the criteria for being economically disadvantaged. This represents 3.4% of the total population. Over 89% of these individuals will be white. Approximately 2,917 individuals will be unemployed. Over 70% of these individuals will be white. Approximately 2,968 individuals will be judged underemployed.[1]

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*Much of the information in this section has been ascertained from the "Annual Planning Information Report" for Arlington County.

[1] Underemployed refers to those persons: (1) working part-time because no full-time job is available or (2) working full-time in a job that prevents them from using their full earning power.

About 34% of these individuals will be white. Thus, a total of 10,457 individuals are expected to be eligible for CETA-funded programs. This represents 7.8% of the population of Arlington County. Of these individuals 68.3% will be white, while 31.7% will be nonwhite.

In 1978 the dropout rate in Arlington County was 3.02%, but in absolute numbers this amount increased over 300% since the 1975-76 academic year. In 1980, it is projected that 1,010 children under 18 years of age will be members of families that are below the poverty level. Approximately 78% of these children will be white, with the remainder being nonwhite.

Manpower Skills Center

The activities of the Skills Center include centralized vocational and technical training for Arlington County. The target population is both secondary schools and adults. Another significant program is the Indo-Chinese Refugee Program. The director of this skills center is employed by the Arlington County School System, but all the programs with which he deals are funded by CETA. Currently, a total of 22 CETA-funded projects are under this director's auspices. He contracts with several prime sponsors: Arlington County; Alexandria City, Fairfax County; and the GETC. The Manpower Skills Center (MSC) provides different types of services for different prime sponsors. For instance, for Arlington County the MSC provides all types of services, e.g., counseling, classroom training, vocational education training, etc, while for Fairfax County the MSC provides only classroom training.

Precontract/Agreement Activities

The procedure for applying for CETA funds is as follows: (1) CETA advertises for proposals for a particular program; (2) this director becomes aware of the funding possibility by reading the advertisements; (3) the MSC submits a proposal to the CETA prime sponsor; (4) the Manpower Planning Council (MPC) makes recommendations to the CETA prime sponsor; and (5) the prime sponsor makes a choice as to who to award the contract. Also, this director is on several mailing lists in which he receives information as to the availability of funding resources. He mentioned that he primarily becomes aware of funding possibilities through advertisements. This director also indicated that there are presently no major problems encountered with the described application process.

EDUCATION INTERVIEW FORMAT

Communication

The director indicates that communication is extremely important in effecting coordination and providing a successful linkage. There is no single communication strategy that is used more frequently than another. Rather, a combination of methods is utilized. Communication is initiated by the director to the prime sponsors, communication is initiated by the prime sponsors to the director, and communication is conveyed via a seat on the MPC. Communication with the prime sponsors is very much a continual exchange. In fact, through this process, the director is able to influence the prime sponsors in identifying their needs. Mr. Morrison feels that the MPC is essential in facilitating coordination between CETA and LEA's.

Recommendations made through the Council are definitely viewed as more influential than those made from outside council channels. Being an active member of several organizations such as the MPC, e.g., boundary spanning, is also reported as being essential for eliminating communication gaps. Interaction with prime sponsors is characterized by a combination of formality and informality. Formal, structured interaction is the appropriate procedure when applying for funds or attending the necessary meetings. Informal, unstructured interaction is appropriate in most other types of interactions, e.g., problems or ambiguities regarding rules and regulations, informal meetings, etc. Both a positive working relationship with CETA personnel and a balanced need on both sides for each other's services, facilities, and resources are equally essential for effecting a successful linkage, according to this director. CETA particularly needs the MSC because they can provide the results CETA needs. Another factor that contributes to the MSC's successful linkage is that this director is exclusively concerned with procuring and managing CETA funds. Regarding other organizational contacts, this director is also a member of the Private Industry Council, which provides some additional information utilized in planning.

Information Exchange

This director reports that he does not lack any information that would result from any type of communication workshop. In fact, he has been exposed to all types of communication workshops conducted by private organizations, consultants, as well as those conducted by CETA. Many of these include workshops on successful linkages. His problem is not a shortage of information, but rather a shortage of time to pursue the information that is currently available. This director spends approximately one-half of his time supplying various types of information to the prime sponsors with which he is dealing. This results from the fact that he is conducting many different programs all of which are funded by CETA (he could be identified as a boundary spanner). Also, he is dealing with several different prime sponsors. Thus, these two factors result in a demand for a multitude of fragmented information that is not conducive to consolidation into one or a few reports. Rather, everyone with which he deals desires different, specific information. To all prime sponsors he supplies dates and names of students graduating, information on the facilities at his disposal, information concerning funding resources, as well as many other types of information. As stated previously, the chief problem with supplying information to the various prime sponsors is that everybody wants different specific information, and this demand never ceases. As a result of this demand his staff is insufficient to accommodate this demand.

Concerning information supplied to this director from the prime sponsors, the majority is actually supplied via a seat on the MPC. Thus, it is the MPC that does the majority of the planning for the MSC as well as the rest of the area. Thus, a seat on the MPC is an essential element in effecting a successful linkage between CETA and the MSC. The prime sponsors monitor and evaluate the programs they fund to this director, and they do supply copies of these reports to him. Information regarding rules and regulations are supplied by the Federal Register and various policy manuals.

Regarding any information that is not currently accessible but would be of value, this director states, "if the prime sponsor has it, I have it." Thus, there is no additional information that this director seeks to obtain to set up program plans.

Planning

As stated previously, the majority of all planning is conducted by the MPC in conjunction with the director and the prime sponsors. Concerning the existence of obstacles to setting up agreements with prime sponsors: (1) neither boundary difficulties nor differences in goals and objectives create obstacles; (2) personalities do not cause obstacles because they are constantly changing, e.g., turnover, transfers, etc.; (3) time restraints definitely do create obstacles to setting up agreements--that is, this director thinks that he never knows anything until the last minute, deadlines for proposals are much too immediate; (4) turf problems never create obstacles; and (5) paperwork is always a problem, mainly because everyone has a different reporting format, therefore prohibiting a consolidation of reports.

According to this director, the differences in planning cycles is his biggest problem. This is because he deals with so many agencies and must plan for each without a secure knowledge of what will or will not be funded. There is no special strategy to overcome this difficulty. He just depends on that which seems most certain and does not depend on that which is less certain. An increased planning cycle would be essential to help overcome this obstacle.

Programming

The only internal institutional restraints mentioned were administrative problems. That is, the structure of his office was such that he cannot implement that which he feels would be best for his operation. Otherwise, he feels he has sufficient facilities and faculty and staff. This director thinks that he has considerable support from higher school officials for his efforts. The inability to offer open-entry programs is not a problem.

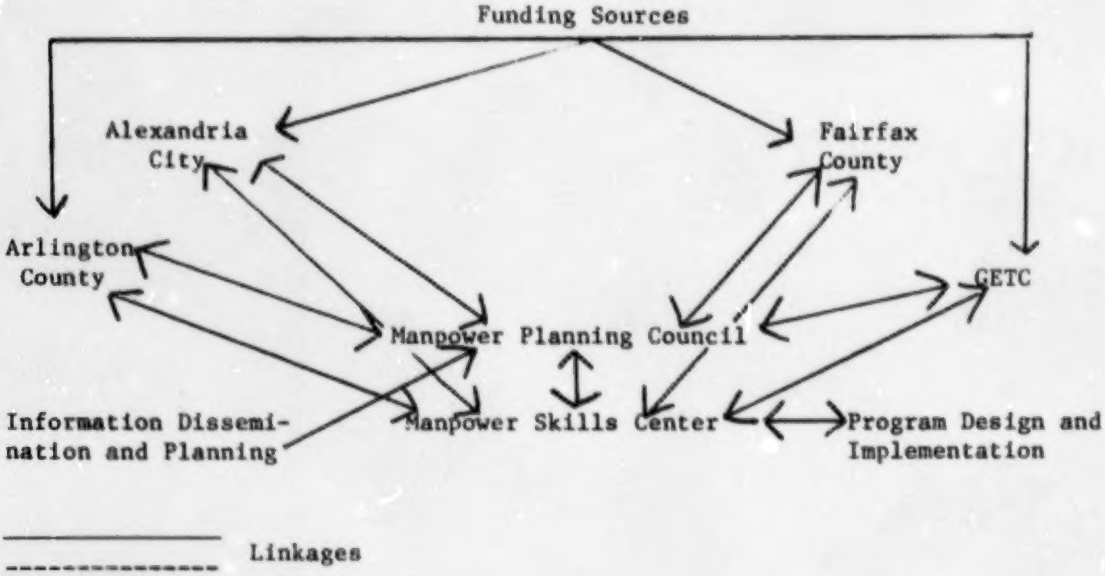
Linkage Activities

Every activity and relationship listed is reported by this director as contributing to successful linkages between his agency and the prime sponsors with which he deals. In his opinion, there were no disincentives for dealing with CETA funding. Regarding recommendations for eliminating future coordination problems, this director states that it boils down to the individuals involved--if they want coordination they will have it.

SUBJECTIVE ASSESSMENT/CONCLUSION

In every respect this director gave the impression of a professional administrator. He proved to be very aware and knowledgeable and was not intimidated nor defensive when we discussed his relationships to the prime sponsors with which he deals. However, he did convey an image of a somewhat harassed decision maker, an individual with too little time in which to accomplish too much. Thus, towards the end of our interview he tended to become impatient and irritated when he felt the questions were somewhat redundant. Also, it appears that this director has been the target of many researchers studying the same or similar phenomenon, as is the concern of this project.

As in other cases, the identified successful linkages were multifaceted in scope. That is, there was a successful linkage between the Manpower Skills Center the the Manpower Planning Council. There was also a successful linkage between the Manpower Planning Council and the prime sponsors. Finally, there were successful linkages between the prime sponsors and the Manpower Skills Center.


Funding Sources
Alexandria City
Fairfax County
Arlington County
CETC
Manpower Planning Council
Manpower Skills Center
Information Dissemination and Planning
Program Design and Implementation
Linkages

There were several attributes that seemed essential, in this interview, for creating a successful linkage: (1) open and informal communication between the prime sponsors and the MSC--a good working relationship was cultivated and maintained by both parties; (2) a seat on the MPC was absolutely necessary; (3) the perception held by this director that CETA needed the MSC to get results; (4) funding from CETA was positively viewed and pursued; and (5) the perception that individuals on both ends of the linkages were motivated to coordinate their objectives. Activities that were disruptive of a successful linkage effort included: (1) the differences in planning cycles that made future planning very difficult for the MSC; and (2) the multitude of paperwork generated, not by CETA per se, but rather from the CETA agencies in total--each having a unique reporting format.